DOCKET ITEM #2

Master Plan Amendment #2008-0008
Landmark/Van Dorn Corridor Plan

Project Name: Landmark/Van Dorn Master Plan Amendment	Planning Commission Hearing:	January 6, 2009 February 3, 2009
	City Council Hearing:	February 21, 2009

Proposal:
Consideration of a request for a revision of and supplement to, and amendment of the Landmark/Van Dorn Small Area Plan chapter of the City's Master Plan to include the Landmark/Van Dorn Corridor Plan

Applicant:
City of Alexandria, Planning and Zoning

Staff Recommendation: Staff recommends that the City Council adopt an amendment to the Landmark/Van Dorn Small Area Plan to include the Landmark/Van Dorn Corridor Plan.

<u>CITY COUNCIL ACTION, FEBRUARY 21, 2009:</u>
City Council approved the Planning Commission recommendation with the following amendments: (1) accept the changes in the letter from Cathy Puskar, attorney, dated February 19, 2009 including: (a) page 56, the underlying zoning districts would apply to development proposed without a CDD Special Use Permit, except that the development should conform to the design guidelines established in Chapter 6.0 in order to ensure that development under zoning is compatible with the pattern of framework streets and the pattern of adjacent uses to be developed under the plan, and does not preclude the ultimate redevelopment of the site for mixed-use as envisioned in the plan...; (b) page 58, delete the 50,000 square feet minimum office recommendation from Table 4-4 and add that gross floor area to a neighboring property with a significant viable office component; (c) page 58, note 8. Density can be transferred among development blocks within a CDD as part of a CDD SUP; (d) page 112, the plan recommends that in all projects 25% of the site area excluding streets be provided as a ground-level open space except that such open space may be provided above the ground level or may be reduced with a contribution to an open space fund if such alternatives better meet the Plan objectives; and (e) page 153, medical offices, grocery stores, and restaurants are uses that typically require more parking than would be permitted under their general use classes. This letter was submitted to the City Clerk for the record.

(2) on page 153, rewrite the provisions related to above-ground parking to read:

I. PARKING
-Above-grade parking for retail or office use may be allowed for a block which includes retail or office uses with a combined gross floor area of approximately or more than 100,000 square feet as part of a CDD DSUP. This provision shall apply only to projects constructed during the first or

catalyst phase of development as described in Chapter 9, Implementation.
-Reasonable efforts will be made to provide underground parking with a gross floor area of the project site for which parking is being provided before above-grade parking is permitted. This site area for this calculation does not include area dedicated for streets, parks, or other public areas.

-Floor area of at-or-above grade parking structures shall be counted for the purposes of calculating the total FAR of the development except that above grade collector parking structures for a block that includes retail or office uses may be excluded from the total FAR as part of the CDD DSUP.

II. RIGHT-OF-WAY (p. 33)
Add a third sentence to the next-to-last paragraph on page 33 that states the following: "The Plan also recommends that the City make its final decision at this same time on its plans for the right-of-way at the existing ramp from Duke Street to Van Dorn Street."

III. CURB CUTS (p.106)
Add the following: No permanent curb cuts or service alleys shall be permitted along "A" street frontages with the exception of parking structure entrances under the proposed New High Street Bridge or as reasonably required for access or service due to site constraints.

IV. HEIGHTS
-Add language 7.75 Building Heights allowing additional height for tops and embellishments for buildings of not less than 150 feet in height or higher.
-Assign a 250 feet height to Choi property for portion adjoining Duke Street and a letter from planning staff to qualify the measuring of the property.

Delete the language on page 204 added by the Planning Commission stating, "While the Plan recognizes that the redevelopment economics of this area are challenging, especially in the short term, there should be no expectation on the part of the private landowners or developers that public funds will be expended for private, on-site improvements."

PLANNING COMMISSION ACTION, FEBRUARY 3, 2009: On a motion by Mr. Komoroske, seconded by Ms. Fossum, the Planning Commission voted unanimously to recommend adoption of the Master Plan Amendment, subject to compliance with all applicable codes, ordinances, staff recommendations and specific changes or additions to the staff recommendations as follows:

1. Page 28 (3-8) (replaces changes recommended in staff report) Make the following change on page 28: "The Plan ~~does not encourage the redevelopment~~ encourages the preservation of the existing workforce and affordable housing in the area . . ." This change was made to make a more affirmative statement that preservation of these units as affordable housing is a policy of the plan.
2. Page 65 (4-29) Add text in the paragraph beginning "The apartments and condominiums . . ." as follows: "These sites are included within in the boundaries of the plan to ensure that the area is comprehensively planned, to identify these sites as targets for preservation of

affordable and workforce housing, and to indicate that there is a requirement for new framework streets and smaller blocks through these properties in the unlikely case that redevelopment is proposed that conforms to existing densities and zones." This change was made to make more clear that the preservation of existing housing in the planning area is an important goal of the plan.

3. Page 65 (4-29) Add a new sentence after the first sentence in the paragraph that begins "The City is about . . ." as follows: "As the Housing Master Plan is developed, the City will develop strategies and tactics to preserve existing affordable and workforce housing that will be applied in the plan area." This change was made in order to strengthen and make more specific the recommendations regarding affordable housing policy.
4. Page 204 (9-6) (replaces changes recommended in staff report): Leave the text as it stands; do not make the change recommended in the staff report, because the original language makes a stronger statement.

Additional changes not in staff report recommended by staff at Planning Commission meeting:

5. Page 93 (5-21) Add the following text in the caption for Figure 5-16. "The potential locations shown for the bridge are conceptual. The exact location will be determined at a later date after further study."

PLANNING COMMISSION ACTION, JANUARY 6, 2009: On a motion by Ms. Fossum, seconded by Mr. Robinson, the Planning Commission voted to defer action on the Master Plan resolution for not more than 60 days. The motion carried on a vote of 7 to 0.

Reason: Recognizing the high degree of community interest and participation in the planning process, the Planning Commission deferred the Plan and requested that staff incorporate changes in the plan and provide additional information on the proposed building heights and topography, and the revised phasing for the implementation of dedicated transit. The Commission endorsed the land use mix and density recommended in the draft Plan, and recommended strengthening of the Plan language with regard to the preservation of existing affordable housing, the on-going evaluation of the future needs Alexandria City Public Schools as the area redevelops, and adding language that discourages the use of public funds for private on-site improvements.

The original staff report presented to the Planning Commission for the January 6, 2009 hearing is attached to this report.

Speakers:

Poul Hertel ,Vice Chair of Ad-hoc Transportation Committee, requested the Plan be deferred to conduct additional transportation analysis. He expressed that a coherent transportation system is important to the framework of the Plan. He believes that express buses are not going to resolve transportation issues unless there are dedicated lanes, and that the lanes need to be in place as development begins. He also expressed concern about the assertion that through traffic pushes out local traffic.

Katy Cannady, representing the Federation of Civic Associations, requested the Plan be deferred to allow for additional time for public review. She stated that releasing the draft Plan during the holidays affected the ability of the public to participate effectively and provide input in the public process.

Judy Cooper, a long time West End resident who attended all but one Advisory Group meeting, requested the Plan be deferred to resolve the issues of twenty-five story buildings, impact of residential density on public services, impact of the additional residents from the Stevenson Avenue project that is outside of the planning area, and additional medical services; and to include changes that have been made since the draft Plan was issued.

Geoffrey M. Goodale, a West End resident since 1993 and currently the President of the Brookville-Seminary Valley Civic Association, requested the Plan be deferred for additional public meetings. He expressed gratitude to the staff and advisory group for their hard work. He stated that the issues of transportation, sewer and school capacity need to be addressed. He expressed that he was pleased to hear transportation could be completed at 50% build-out, but requested a revised transportation plan.

Nancy Jennings, Vice President of the Seminary Hill Association, requested the Plan be deferred. She stated that she supported redevelopment of Landmark/Van Dorn with high end retail in the planning area to attract the young professionals the Plan mentions. She stated that the Advisory Group process worked well and that she likes the images in the Plan. She asked for resolution of the issues of affordable housing, traffic management, sewer capacity, access to I-395, FAR and the affordable housing component.

Jack Sullivan, Chair of the Seminary Hill Special Taskforce and member of the Advisory Group, requested the Plan be deferred. He described the positives of the Plan including upscale retail, hotels, and a transportation hub at Landmark. He expressed concern with traffic management, although transit at 50% build-out is a step in the right direction. He offered the suggestion of exploring one line at 25% build-out and the second line at 50% build-out.

Dorathea Peters, resident and a Commissioner for the Northern Virginia Juvenile Detention Center, requested the Plan be deferred. She said she was impressed by the images in the Plan and the work of the staff, but had concern regarding the transportation portion of the Plan. She stated that she was not sure that the recommended short blocks will move traffic and expressed concern about congestion impacting efficient public safety and emergency responders.

M. Catharine Puskar, representing Edens and Avant, stated she appreciated staff for addressing their concerns, but her that client is concerned that the maximum parking requirements are too high and requested more flexibility with underground parking. She expressed support for phasing in developer contributions but suggested that care be taken to ensure that developer costs are reduced during the catalyst phase.

John Collich represented Saul Centers Inc., the owner of the BJ Wholesaler property. He thanked staff for their efforts. He requested that there be flexibility of uses in the future as redevelopment occurs to allow for market conditions. He expressed that above-grade parking should not be included in the FAR, that there should be parking ratios for different uses, and that underground parking should not be a requirement. He also stated that there should be flexibility to allow for regional open space rather than on individual properties.

Charles Wilkes representing AIP Limited Partnership (the "Penske Property"), thanked staff and the Advisory Group for their work and vision of the Plan. He expressed that the maximum FAR at Pickett Place should be increased to 2.5, that parking maximums for residential should allow for visitor parking, that above-grade parking should not count toward FAR, that the prohibition on curb cuts should be revised to discourage curb cuts and that incentives for cultural uses should be more fully explored.

Mark Schwartz, a resident of Cameron Station, expressed his support for the Plan. He stated that the Plan is a sensible balance of improvements and the West End will be an attractive gateway that will benefit the entire city. He stated that the elements of mixed-use and transit will improve the quality of life and attract visitors to the City.

Mindy Lyle, a resident of Cameron Station, spoke in support of the Plan and requested that it not be deferred. She expressed that the FAR should be increased to a range to 2.5-3.0 to ensure the Plan will be successful. She believed that a signature building is needed to attract Class A office. She expressed that she was confident the transportation issues would be resolved during implementation. She also stated that neighboring jurisdictions like Arlington County and the District of Columbia used Tax Increment Financing.

Ingrid Sanden, representing the Cameron Station Civic Association, expressed that the residents of Cameron Station are excited and support the Plan. She expressed that more residential is needed to ensure that retail and office is successful. She stated that the City needs to be more creative in resolving transportation issues and expects that the transportation element of the Plan will evolve as the Plan is implemented.

Kathleen Burns, a longtime resident of Alexandria, requested the Plan be deferred one to three months to resolve the transportation portion of the Plan. She expressed concerns including of the amount of residential development permitted by the Plan, the need for sufficient off-street parking in new developments, and the need to evaluate the impact of new development on the school system. She also requested more information on the funding for the road and bridge improvements.

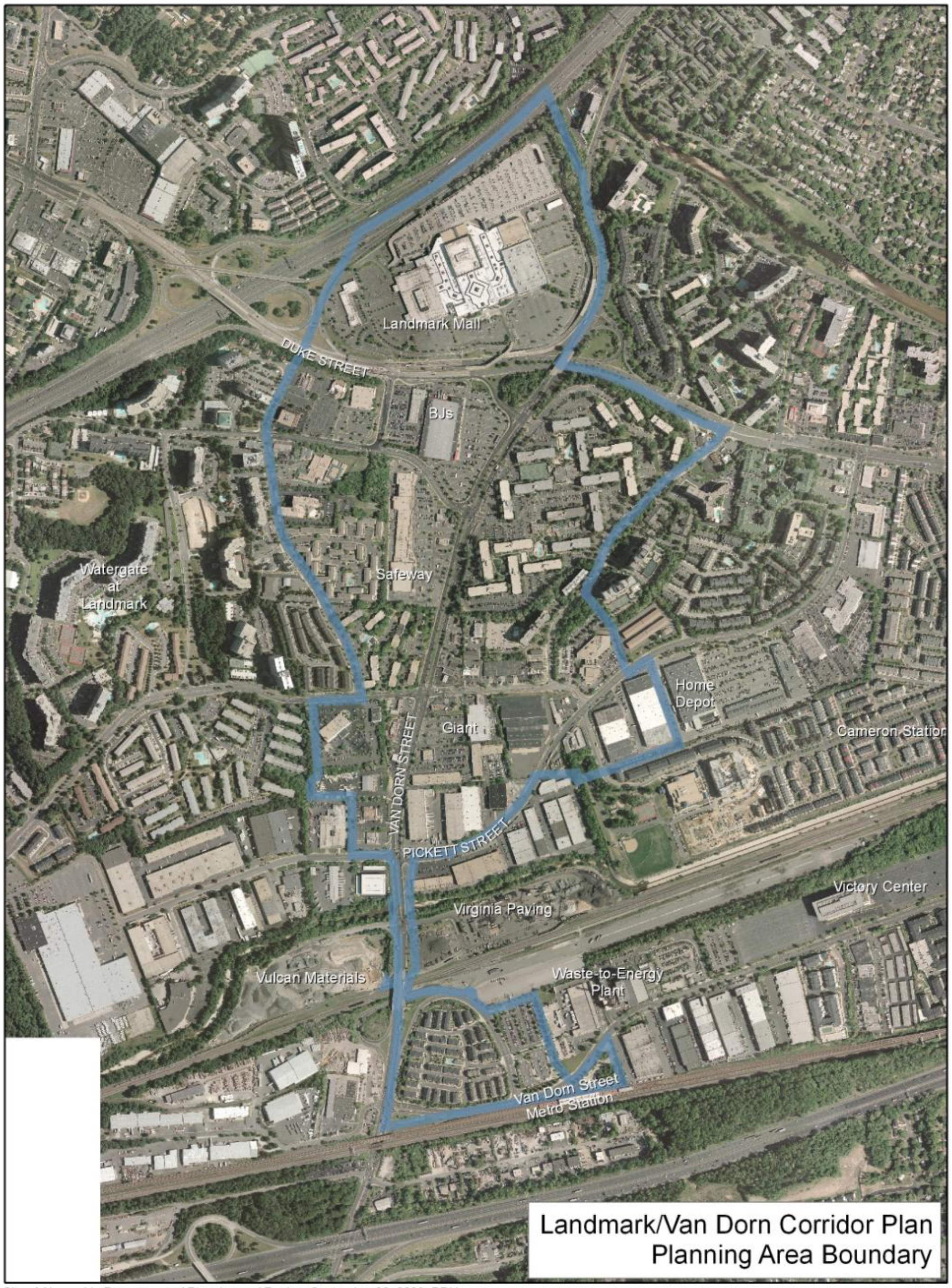
Janice Magnuson requested the Plan be deferred. She expressed concern about the scale of redevelopment. She stated that the proposed heights of the buildings do not take into account the steep topography of the area. She stated that she does not believe that 25 story buildings are compatible with the Seminary Valley neighborhood.

Greg Hamm, representing General Growth Properties (GGP), spoke in support of the Plan. He appreciated the City's active participation with GGP. He explained that de-malling a property is a difficult task. He understands that everyone is aware of GGP financial situation, but regardless of the owners, the property needs a framework for development. He expressed that a mix of residential, retail, office and hotel uses yields benefits and that retailers do better in these environments.

Annabelle Fisher, a renter resident of the West End, requested the Plan be deferred for more community input. She stated that the Plan cannot be implemented because of GGP's financial problems and the flagship stores are not going to sell their properties. She expressed that the widening of Duke Street should be partially funded by Fairfax County. She also commented on removing the underground parking restrictions.

Joanne Lepanto, President of Seminary Hill and a representative on the Advisory Group, opposed the Plan and requested a deferral. She expressed concern about the amount of residential development, traffic impacts, costs to the taxpayer and phasing of the transportation improvements with development.

Andy Pohl, a resident since 1972 and a member of the Advisory Group, spoke in support of the Plan. He stated that the unresolved issues can be resolved during implementation.



City of Alexandria Department of Planning and Zoning September 23, 2008 PPM

I. Goals of Plan

The goal of the Landmark/Van Dorn Corridor Plan is to unlock this area's extraordinary potential, and by doing so, to:

- provide improved services and amenities to residents, workers, and visitors;
- to strengthen Alexandria's economic sustainability with higher quality and more successful development, especially office and retail;
- to improve mobility and expand transportation choices for people wishing to move within the Plan area and to travel between the Plan area and other locations in the region;
- to reduce the negative impacts on the environment of developed land in the Plan area; and
- to create special places within the Landmark/Van Dorn area that are enjoyable, pleasing, vibrant, and lively – with a uniquely *West End of Alexandria* sense of place.

To accomplish these goals, the Landmark/Van Dorn Plan envisions two redeveloped districts: *a West End Town Center* that becomes the new choice location for office and retail development in the region and some residential to keep it active and successful through the day and week; and *Pickett Place*, smaller scale and designed to provide nearby neighborhoods with a greater variety of retail options and other amenities.

To make this desired redevelopment financially feasible, the Plan provides for increased development potential in both the West End Town Center and Pickett Place. The increased development requires a Plan that transitions the area from its current dysfunctional suburban pattern to one that employs the best characteristics of urban places.

The current Plan area is characterized by very large parcels of low-rise development and large surface parking lots, with travel directed to two main arteries: Duke Street and Van Dorn Street, which are congested and unfriendly to pedestrians and bicyclists. The Plan replaces the mall and other suburban development with smaller blocks lined with active land uses and a grid network of streets to serve local travel by auto, local transit, walking and biking. The Plan's proposed mix of uses is also more urban, providing not only opportunities to add office buildings in the area, but also the amenities needed to successfully attract quality office tenants.

This Plan's approach is typified by planning West End Town Center to literally bridge Duke Street so that it encompasses both the Landmark Mall site and the "bluffs" on the other side of Duke. Office and retail buildings are moved closer to Duke Street, and the flyover ramp is replaced with a bridge that creates a level walking street to draw pedestrians through the Town Center. The bridge extends the economic value of the mall redevelopment across Duke Street while providing direct access to underground parking, and it allows the two new high quality transit lines to cross each other at the best location (the heart of the new Town Center) without interference.

The Plan responds to the City's economic goals as well as to the current economic realities. The Plan seeks to maximize the value delivered by redevelopment while respecting global economic conditions as well as the area's market position within the region. The Plan proposes adding office, retail, and hotel space where the market will support it. Residential is added strategically: in the West End Town Center, to ensure activity throughout the day, evening and weekend; in Pickett Place, to provide the increased value that is necessary to spur redevelopment. The Plan envisions a phased approach to developer contributions that encourages "catalyst" development while capturing some of the increased land value created by public investment.

The Plan addresses affordable housing goals in two ways: by emphasizing preservation of existing housing that is in the *affordable* and *workforce* price ranges, and by looking to development to provide increasing contributions to affordable housing as the area's market improves.

The Plan will enhance environmental sustainability, such as by looking to redevelopment as an opportunity to apply stormwater management techniques that are greatly improved over what was required when the existing development was built.

The Plan creates a new set of public spaces within and adjacent to the Plan area, including urban parks and plazas where residents, workers and visitors can gather, relax, and recreate. These spaces will be enlivened by public art that provides one of many opportunities to create a unique sense of place in Landmark/Van Dorn.

II. Conformance with Existing City Plans and Policies

This planning effort builds upon the 1992 Landmark/Van Dorn Small Area Plan and has been guided by the principles, goals, and recommendations of other City documents. Several documents frame the context for the Landmark/Van Dorn Corridor Plan and form the foundation of its principles, goals, and recommendations:

- Landmark/Van Dorn Small Area Plan (1992)
- City of Alexandria Open Space Plan (2002)
- City of Alexandria Strategic Master Plan for Recreation, Parks and Cultural Activities (2003)
- City Council's 2004-2015 Strategic Plan (2004)
- Mayor's Economic Sustainability Work Group Final Report (2007)
- City of Alexandria Transportation Master Plan (2008)
- Pedestrian & Bicycle Mobility Plan (2008)
- Eco-City Environmental Charter 2008

The *Landmark/Van Dorn Small Area Plan*, which was adopted by the City of Alexandria in 1992 as a part of a citywide Master Plan update, addresses a larger planning area than this new *Landmark/Van Dorn Corridor Plan*, and is bordered by I-395 to the north and west, Holmes Run to the north and east, and the city limits to the south and west. A primary focus of the 1992 Small Area Plan was on redevelopment of Cameron Station, a former federal military installation, as a mixed-use residential community through rezoning to a Coordinated Development District. The 1992 Small Area Plan largely reaffirmed existing development patterns in the Van Dorn Street corridor, including Landmark Mall as a regional shopping center, general commercial uses along Van Dorn Street, and medium to high density residential uses applied to the apartment communities east and west of Van Dorn Street. The area south of Landmark Mall between Duke Street and Stevenson Avenue was designated for higher intensity mixed uses (retail, office, and residential).

The *City Open Space Plan* (2002) includes goals for the preservation and provision of open space in the City. The Open Space Plan encourages the preservation of institutional open space, the protection of environmentally sensitive areas, creation of an open space network in new development areas, protection of existing parks, and development of innovative ways to create additional open space. One specific recommendation of the Open Space Plan is the creation of a "green crescent" which would connect local rivers and streams with open space. Although, the planning area is approximately 70 percent impervious, the planning effort sought to find opportunities to preserve the existing open spaces, create additional open spaces through the redevelopment of impervious surfaces, and connect to Holmes Run, Backlick Run, and Cameron Run.

The *Strategic Master Plan for Recreation, Parks and Cultural Activities*, adopted as an element of the Master Plan in 2003, identifies strategies for the facilities and services operated by the Department of Recreation, Parks and Cultural Activities. The plan catalogs existing park and recreation facilities and identifies needs for such facilities in the future to respond to expected population growth.

The City Council's *2004-2015 Strategic Plan* (adopted in 2004) sets forth the context for this planning effort by articulating a vision, principles, and goals whereby Landmark/Van Dorn can fulfill its potential as a vibrant, exciting, and successful part of the City. The Strategic Plan identifies "Landmark Mall Redevelopment and Area Study" as one of three top priorities in meeting Goal 1 of its Plan for 2004-2009, which states: "There is Quality Development and Redevelopment that is Well Planned and Consistent with Alexandria's Vision." In addition, "Landmark Mall Redevelopment and Area Study" is listed as *the* top priority of the City of Alexandria Policy Agenda 2004-2005.

The *Mayor's Economic Sustainability Work Group Final Report* (October 2007) identifies the redevelopment of Landmark Mall into a major economic center as one of its key recommendations. In addition, its asserts that the City must expedite the redevelopment of Landmark Mall "into a high quality, high density, mixed use City Center development;"

revamp the prior Landmark Mall redevelopment plan to include substantial office space, in addition to the planned residential and retail uses; and ensure that the redevelopment creates a product that becomes the "focal point of West End activities and vibrancy." The Work Group also recommended renaming all of the Metrorail stations so that they provide economic value. As to the Van Dorn Metro Station, the Work Group recommended it be changed to Landmark/Van Dorn.

The principles of the City of Alexandria *Transportation Master Plan* (2008) have also guided the transportation recommendations presented in the draft Landmark/Van Dorn Corridor Plan, including planning for dedicated transit along Duke Street and Van Dorn Street and the creation of a grid-based roadway system that improves pedestrian, bicycle, and vehicular connectivity. The relevant guiding principles include the development of "innovative local and regional transit options," "quality pedestrian and bicycle accommodations," "environmentally friendly transportation policies," and "policies that enhance quality of life, support livable, urban land use and encourage neighborhood preservation."

The *Pedestrian & Bicycle Mobility Plan* (2008) was developed to outline and detail the implementation of the policies within the Transportation Master Plan that are related to pedestrian and bicycle accommodations. The recommendations of the Pedestrian & Bicycle Mobility Plan were also considered in the development of the Landmark/Van Dorn Corridor Plan's transportation recommendations.

The *Eco-City Charter 2008* provides a vision for an environmentally sustainable city. The aspects of the proposed vision that are most relevant to this planning effort include sustainable building practices, protection and provision of natural spaces, improved water quality, clean air, improved transit accommodations and ridership, energy conservation, and waste reduction. The recommendations included herein support the vision presented in the Eco-City Charter.

III. Process

The planning process for the Landmark/Van Dorn Corridor small area plan officially began in November of 2007 but builds on the work begun in 2004. In partnership with a Landmark/Van Dorn Advisory Group, planning efforts addressed a wide range of issues that included design, development and market analysis (including office, retail, and residential market analysis), transportation, stormwater, schools, and affordable housing. Highlights in the process include:

	Date	Event
1.	April, 2004	GGP approaches City with concepts for redevelopment of Landmark Mall
2.	May, 2004	City begins process to update Landmark/Van Dorn Small Area Plan to anticipate development in the Van Dorn

		Street corridor.
3.	October, 2004	First public meeting on Landmark/Van Dorn Area Plan at Patrick Henry School
4.	March, 2005	GGP provides concept plan for mall redevelopment..
5.	November 19, 2007	Landmark/Van Dorn Advisory Group established by City Council to continue development of Landmark/Van Dorn Area Plan
6.	December 17, 2007	First Landmark/Van Dorn Advisory Group meeting at Tucker School
7.	January 28, 2008	2nd Advisory Group meeting, Best Practices in Planning and Design
8.	March 1, 2008	All-day Town Centers Tour
9.	March 17, 2008	3rd Advisory Group meeting. Market and financing background, Town Centers Tour discussion.
10.	April 16, 2008	Presentation and discussion with WEBA
11.	April 21, 2008	4th Advisory Group meeting. Transportation background.
12.	May 3, 2008.	5th Advisory Group meeting. Community workshop, options for the planning area.
13.	May 17, 2008	6th Advisory Group meeting. Affordable housing, synthesis of goals from May 3 workshop.
14.	May 31, 2008	7th Advisory Group meeting. Community workshop, planning and design focusing on West End Town Center.
15.	June 16, 2008	8th Advisory Group meeting. History, stormwater management, design issues from May 31 workshop.
16.	June 30, 2008	9th Advisory Group meeting, presentation of Framework Plan
17.	July 17, 2008	10th Advisory Group meeting. Presentation on concept plan for Landmark Mall by Alan Ward of Sasaki Associates, Retail market presentation by Bob Gibbs.
18.	July 21, 2008	11th Advisory Group meeting. Transportation analysis, access options to Landmark Mall, transit options
19.	September 15, 2008	12th Advisory Group meeting, Development economics and planning implications, transportation analysis, transportation plan.
20.	September 22, 2008	13th Advisory Group meeting. Presentation and discussion of Landmark/Van Dorn Corridor Plan
21.	October 7, 2008	Planning Commission Work Session on Landmark/Van Dorn Corridor Plan
22.	October 20, 2008	14th Advisory Group meeting. Community benefits and development feasibility, stormwater management, schools, affordable housing, framework plan.
24.	October 28, 2008	City Council Work Session on Landmark/Van Dorn

		Corridor Plan at School District offices
25.	November 15, 2008	Draft Landmark/Van Dorn Corridor Plan distributed to Advisory Group members.
26.	November 17, 2008	15th Advisory Group meeting. Discussion of plan recommendations.
27.	November 22, 2008	Draft Landmark/Van Dorn Corridor Plan posted on web site for public review with e-news announcement of availability and invitation to comment.
28.	December 1, 2008	Revisions to Chapter 6, Urban Design and Chapter 7, Development Guidelines, posted to web site.
29.	December 1, 2008	16th Advisory Group meeting. Plan Review
30.	December 8, 2008	Community Open House for Landmark/Van Dorn Area Plan and presentations on development projects
31.	December 12, 2008	Posting on web site and e-mailing of revised plan text to Advisory Group, E-news announcement of release of revised text.
32.	December 15, 2008	17th Advisory Group meeting. Plan Review
33.	January 6, 2009	Planning Commission Public Hearing
34.	January 21, 2009	Advisory Group Community Information Meeting, review of proposed changes following public hearing.
35.	February 3, 2009	Planning Commission Recommendation

The Planning Commission held a public hearing on the plan on January 6. A synopsis of public comment is included in the cover pages of the staff report. Following the public hearing, the Planning Commission deferred action on the plan and directed the staff to return with additional information and Plan changes on a number of issues. The responses to the Commission's requests are dealt with in detail in the staff report for the February 3 Planning Commission meeting, which begins at page 29 following this report, and in the report of Planning Commission action on the cover sheet.

The Planning Commission's requests at the January 6 public hearing meeting included strengthening the recommendations for preservation of the existing affordable and workforce housing in the planning area, providing additional information on the 250-foot maximum height district and language emphasizing that tall buildings must meet performance standards, investigate providing transit improvements earlier in the development of the planning area, with a specific objective for 25% of new development; indicate that developers should not anticipate public expenditure for on-site infrastructure; and provide additional information on impact on schools and how such impacts will be dealt with during the development process.

In response to the Planning Commission request, additional information was provided in the February 3 staff report, beginning on page 25 below, and changes were made to the draft plan as outlined in that report.

Following discussion of this additional information and recommended changes, the Commission recommended specific additional changes to the draft plan and unanimously recommended that the City Council approve the proposed Master Plan amendment. The Planning Commission's changes are incorporated in the February 3 version of the plan provided to the City Council with this report.

IV. Issues and Answers

Among the issues that have generated the most comment and debate in this Plan are: the amount of residential development in the mix of uses, building heights, the phasing of transportation improvements, and fiscal impact. These issues were discussed at length among Advisory Group members, community members and staff.

Amount of Residential in the Mix

Background

Land Use Mix in the West End Town Center

The recommended Plan recommends a mix of 70 percent nonresidential and 30 percent residential in the West End Town Center. The Town Center encompasses Landmark Mall and the properties south of the Mall along Duke Street (referred as the "Bluffs" in the Plan) and the Van Dorn Plaza shopping center. The Plan recommends a minimum FAR of 2.0 and a maximum 2.5 FAR for all sites except for the Van Dorn Plaza shopping center where 2.0 FAR is recommended.

The development of the Landmark Mall as a major economic activity center for the City was one of the important recommendations of the Economic Sustainability Work Group Final Report. A total of 8.7 million square feet of development is envisioned in the Plan for those sites, compared to the 1.3 million square feet of development today. Of the 8.7 million, at least 3.75 million square feet must be office use and 1 million must be retail use, maintaining the strong regional retail role of the Town Center. A major full-service hotel is required, with the potential for additional hotels provided. A minimum of 1.2 million square feet of residential use which equates to roughly a minimum of 1,000-1,200 residential units is required to achieve the mix of uses and level of activity necessary to create an 18 hour active environment. A maximum of 3.1 million square feet of residential development is permitted.

Land Use Mix in Pickett Place

The recommended Plan recommends a mix of 30 percent non-residential and 70 percent residential in Pickett Place, the area located south of the Landmark Mall, and bounded by Edsall Road to the north, Pickett Street to the east and south and just west of Van Dorn Street. The Plan recommends a minimum FAR of 1.5 and a maximum FAR of 2.0 for the sites. A total of 4.8

million square feet of development is permitted on 55.3 acres, compared to roughly 850,000 square feet today. A minimum of over 450,000 square feet of retail use is proposed, providing both a strong community retail center and convenience centers for adjacent residential areas. A minimum of 250,000 square feet is reserved for office use, anticipating limited office demand as the character of the area changes with a more urban, mixed-use environment with improved transit. A minimum of 500,000 square feet of residential development is required, and the Plan allows for a maximum of 3.7 million square feet in accordance with fiscal sustainability guidelines.

Land Use Mix Issues

Advisory Group members questioned the amount of residential development permitted by the Plan, citing impacts of increased population as well as the City's goals for increasing the non-residential tax base. Several Advisory Group members support a total of 2,000-3,000 new residential units and cite concerns about the services needed by new residents and impacts on revenue returns to the City. Advisory Group members also questioned the maximum FAR recommended at Pickett Place.

The Plan recommended by the Planning Commission includes residential development in the proposal for several reasons. These include:

- *Success of future development.* Mixed-use projects succeed (financially and as quality places) when there is sufficient activity throughout the day and evening. A daytime/evening population needs to be large enough to support a variety of retail and other amenities. Having residences in nearby neighborhoods is often not enough; there also needs to be some on-site residential development to ensure 18-hour activity.

- *Economic feasibility through various development cycles.* As we have seen throughout the Landmark/Van Dorn process, the redevelopment economics are challenging. Limiting redevelopment to non-residential land uses, or significantly reducing the potential for residential development, will mean that redevelopment will take place only when the market for non-residential uses is strong. During the life of the Plan, the market for different types of land use will vary. Allowing flexibility in land use types helps to ensure that redevelopment is feasible in different market cycles.

- *Market potential.* Although staff recognizes that office and retail development are important to the economic vitality of the City, staff also recognizes that even within the City limits there are locations that out-compete some parts of the Landmark/Van Dorn area as retail and office space locations. If the Plan greatly increases the minimum requirement for office and retail in Pickett Place, it reduces the options for redevelopment and makes it less likely to take place. Planning staff believes that Pickett Place redevelopment will not take place unless housing is a substantial part of the mix. It is not possible to add enough retail density to support redevelopment, and the market for office space in Pickett Place will be very modest for a long time to come.

The Landmark/Van Dorn Plan meets the goal of the Economic Sustainability Work Group to increase the non-residential tax base in the City, in that non-residential development is about half the square footage, and more than half of the expected City revenue from the redevelopment.

Some Advisory Group and some community members questioned why the proposed FAR at Pickett Place is not higher, and expressed concern that 2.0 FAR will hinder redevelopment. It may be useful to review how Planning staff approached the density and mix of uses for the Landmark/Van Dorn Plan:

- Existing uses are generating income, so to encourage desired redevelopment, the Plan must provide sufficient additional density to persuade landowners to risk their current income stream by redeveloping. Any increase in density, however, must be bound by the ability of the transportation network to handle the additional trips. These two factors brought us to the density envelope included in the Plan.
- Within the density envelope, Planning staff looked for every opportunity to maximize office space and believe we have added as much office potential as the market (and the transportation network) will bear and in every location where office will succeed. Staff then maximized the amount of hotel and retail, with the remaining FAR allocated to residential. Finally, staff evaluated whether the residential densities in each area were sufficient to create a sense of community.

Consistent with this approach, the Plan recommended by the Planning Commission shows a maximum density of 2.0 FAR for Pickett Place. However, this FAR applies across the whole of Pickett Place; as streets and open spaces are provided, the effective density on the remaining parcels can be much higher. As a useful comparison is Carlyle, where individual blocks have a FAR of 3.0 or 4.0 while the overall FAR of the development is 2.0. The staff asked the Plan’s development economic analyst to evaluate the concern that a 2.0 FAR was too low to spur redevelopment. Her response was that the market currently does not support redevelopment for a variety of reasons including low demand for new space. Higher FAR will not create demand, but it may make a project viable earlier in an economic recovery than it would have been at a lower FAR. In some cases, however, a higher FAR carries with it higher construction costs to realize the additional density; in the case of rental housing, the higher construction cost outweighs the benefit of the increased FAR.

The Plan permits approximately 5,000[1] additional housing units to be built by the 2030 planning horizon for this Plan. The average household size in Alexandria is 2.04 persons per unit, but the average household size for multi-family units is a bit smaller: 1.88 persons per unit. The 5,000 housing units would contain about 9,400 people. This number is appropriate over the 30 year planning horizon to create the active, mixed-use environment desired by the community.

Heights

Several Advisory Group members expressed concern about the heights proposed at the West End Town Center and would like the maximum building heights to be reduced to 15 stories or allow only one signature building that could be tall, with all other buildings no taller than 15 stories.

The Plan recommends a range of heights in that location from 80 feet to 250 feet. The proximity of the area to Interstate 395 offers the area a high degree of visibility which is especially important for office and hotel uses. Office uses are attracted to locations that have good visibility, access and amenities. To meet the City's sustainability goals for office in this area, the heights recommended in the Plan allow for a range, with the highest heights located along the western edge of the Mall immediately adjacent to I-395, with heights stepping down to 85 feet along Van Dorn Street. Along Duke Street, the maximum height allowed today is 150 feet.

At Pickett Place, the Plan recommends a range of heights from 65 to 85 feet along Van Dorn Street and up to 120 feet allowed around Pickett Square. Heights were originally proposed to be 60 and 80 feet but were adjusted to account for variation in construction methods and heights of stories.

The Advisory Group raised concerns about creating a "canyon effect" along Duke Street and to address these concerns, specific guidelines have been written into the Plan to ensure all buildings have a "shoulder" no less than 25 feet above the street, with a setback that ranges from 8 to 12 feet. A series of building design guidelines are provided in Chapter 7 of the Plan that require appropriately scaled, articulated buildings with well-defined tops using special forms and materials to create an attractive skyline. Similarly, a series of guidelines describe the relationship of the building to the street to ensure that buildings are well-designed with ground floors that engage pedestrians, and includes specific guidelines at important street corners, open spaces, high visibility locations and special streets where enhanced building design standards, variation in height and roof forms and material treatment.

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[1] The *maximum* permitted is 6,000 units, but to achieve the maximum, every developer would have to choose (and be able) to maximize the residential development potential of his/her parcel. In addition, the average unit size would have to be 1,000 square feet. Staff believes 5,000 units is a more likely, but still upper range, estimate for housing.

In response to the Planning Commission's request for additional information on the 250-foot height district, visual analysis was conducted from four viewpoints around Landmark Mall to show the potential impact of development of buildings of a variety of heights within the area where 250-foot buildings would be permitted. Computer-generated perspective drawings were prepared showing the effect of such buildings on the skyline, and the computer drawings were used to edit photographs of the area to show the effect of the taller buildings on the skyline. Before-and-after photos of these locations are included in the February 3 staff report to the Planning Commission that follows this report.

Cost of High Street to Developers and Effective FAR

Advisory Group members asked if developers adjacent to the proposed "High Street" would be able to afford both the dedication of land and the cost of roadway construction. Advisory Group members also asked for clarity on the issue of the net, or effective, density of development after land dedicated for roadways and other uses has been subtracted.

Planning staff notes that when a developer dedicates land for a roadway, he or she is permitted to use the density associated with that land on his or her remaining parcel. As a real-life example, the Carlyle development meets an overall gross floor area requirement of 2.0 FAR. Taking out open space, the net or effective FAR on Block B is 4.7 and on Block C is 4.4. Parking is underground.

Retaining this density provides financial relief to developers who are required to dedicate land. In addition, the new roadways required in the Plan add value to the remaining land by increasing access and visibility of the new development. It is typical to require new development to build internal and adjacent roadways. However, the Plan does not expect private development to pay for the major roadway improvements to Van Dorn Street and Duke Street.

Transportation: Emphasis on Choice and Mobility

The Plan recognizes the current suburban, auto-oriented transportation network is no longer meeting the needs of the Landmark/Van Dorn area. Transformation to an urban-style grid network that serves all modes of transportation—walking, biking, transit and auto—is necessary to restore the economic vitality of the area, to meet the City's transportation and sustainability goals and to improve the quality of life for residents, workers and visitors.

Redevelopment to higher densities will add trips to the area – trip levels consistent with the urban levels of activity needed to support a revitalized Landmark/Van Dorn Corridor. However, several factors mitigate the transportation impacts, including a large reduction in through trips, greatly enhanced transit, and the creation of a grid network of streets that provides alternatives to travel on congested arteries.

The Plan's transportation recommendations are supported by a detailed transportation analysis that was conducted by Burgess and Niple. This memo is accompanied by the transportation technical report.

Phasing of Land Use and Transportation Improvements

There are three factors that govern phasing of transportation and development:

- Site access: transportation improvements needed by individual development projects to provide access to their site, or within their site;
- Areawide mobility: transportation improvements that are needed to improve the network's support of all modes of travel; and
- Funding: availability of financial resources to fund the improvements.

As is generally the case, the Plan expects that site access improvements will be borne by the developer. These include the New High Street, the interior streets on the Landmark Mall Site, and the new grid roadways in the plan area. However, public financing of some type may be needed on the Landmark Mall site for infrastructure.

Some improvements in the West End Town Center area, most notably the High Street Bridge over Van Dorn Street and improvements supporting the transit lanes, are both site access improvements as well as areawide mobility improvements. For this reason, as well as to address the financial feasibility of the Landmark Mall redevelopment, full funding of the bridge by private development may not be possible. The major decisions about the High Street Bridge, including whether the preferred (bridge) option will be selected and the funding strategy and responsibility, will be addressed when the mall owners submit a development plan for City review.

It is not necessary for redevelopment on both sides of Duke Street to occur simultaneously for the bridge to be built. An access road from Van Dorn Street can provide temporary access to the south side of the bridge until the BF Saul site redevelops and a new street is built to connect the bridge to Stevenson.

Roadway improvements that improve areawide mobility include the reconstruction of Duke Street and Van Dorn Street and the multi-modal bridge. The Duke Street reconstruction will require the participation of the developers of the Landmark Mall and BF Saul sites, which will include dedication of land for the increased right-of-way needed. The proposed Van Dorn Street reconstruction will require dedication of land from adjacent property owners as they redevelop, although the bulk of the funds for this project will be from federal, state and City sources. The transportation chapter in the Plan (Chapter 5) shows the anticipated interim section and implementation strategy for Van Dorn Street.

Areawide mobility will also be significantly improved by the completion of the dedicated transit lanes on Duke Street and Van Dorn Street. These two lanes will enable the area to go from an 18 percent transit commuting share to 27 percent, which in turn allows for reduced parking and other benefits. The Plan envisions continued improvements in transit service as the development permitted in the Plan builds out. To meet the Plan's mode share goals, both dedicated transit lanes must be fully implemented before 90 percent of the Plan's development is built. However, the Plan recommends implementing the dedicated transit lanes as soon as practicable. Because reduced parking is so important to the success of this plan, every effort should be made to implement at least one of the dedicated transit lanes prior to the construction of 50 percent of the development permitted in this Plan. The Alexandria Exclusive Transitway Assessment (the study mentioned in Chapter 5 to determine the feasibility of planned exclusive transitways in the City) will inform the phasing of the dedicated transit lanes.

The following table illustrates how increments of development can be paced with the delivery of transportation facilities and services. Each increment in this hypothetical situation includes some development in the West End Town Center and in Pickett Place. It is not possible for this Plan to predict the order in which sites will redevelop, but the table shows the logical order in which transportation improvements could be delivered to support buildout of these two districts. (This table was modified as a result of Commission and public comments to accelerate the anticipated delivery of transit improvements. The revised table appears on Page 35 below, in the staff report for the February 3 Planning Commission meeting.)

Increments of Development and New Infrastructure and Service Elements	
Development along Pickett Street east of Van Dorn and first phase of Landmark Mall redevelopment.	<u>Duke Street improvements</u> ▪ Upgrade Walker Street Intersection ▪ Remove flyover ▪ New intersection between Van Dorn and Walker <u>Van Dorn Street Improvements</u> ▪ Transit lanes and improve Pickett to Edsall <u>Grid Roadway System improvements</u> ▪ East-west main street ▪ Other grid roadways <u>Transit Service improvements</u> ▪ Expanded Bus Transfer facility at west end ▪ Circulator service, with stop at Metro ▪ Express bus service (predecessor to BRT/LRT) <u>Progress toward Multimodal Bridge</u> ▪ Realign Pickett at Edsall
Development of either BJ site and adjacent sites or sites south of Stevenson, and Phase II of Mall redevelopment.	<u>Duke Street improvements</u> ▪ Transit lanes ▪ New intersection east of Van Dorn ▪ High Street Bridge over Duke Street <u>Van Dorn Street improvements</u> ▪ Transit lanes Edsall to north of Duke Street ▪ Transit lanes south of Pickett Street <u>Grid Roadway System improvements</u> ▪ Other grid roadways <u>Transit Service improvements</u> ▪ Upgrade express and local service <u>Progress toward Multimodal Bridge</u> ▪ New intersection on Pickett
90 percent of full redevelopment.	<u>Duke Street improvements</u> ▪ BRT/LRT stations and features <u>Van Dorn Street improvements</u> ▪ BRT/LRT stations and features <u>Grid Roadway System improvements</u> ▪ Complete Grid Roadways <u>Transit Service improvements</u> ▪ Full Van Dorn LRT / BRT ▪ Full Duke Street LRT / BRT <u>Completion of Multimodal Bridge improvements</u> ▪ New Bridge

(see revised table, page 31)

The Plan also includes a phased-in requirement for limiting traffic impacts by requiring new development to achieve a 20 percent non-driver mode share prior to the completion of the Van Dorn Street transit line and 30 percent after it is completed. The Van Dorn Street line the more critical of the two lines to achieving these mode shares because it will provide the speediest access to Metro and serves the entire Plan area. These non-driver mode shares are enforceable as development approval conditions. They are also consistent with the City's move toward transportation management districts that focus on having development meet TDM performance standards, rather than the means by which those standards are achieved. Traffic studies submitted by developers will help monitor the phasing of development and transportation by providing periodic assessments of traffic conditions over the life of the Plan.

Cost of infrastructure

Major Transportation Project Costs				
	Length	New Lanes or (Rebuilt) Lanes	Moderate Utilities	Many Utilities
Duke Street at Grade*	2,110	(6) and 2	14,800,000	17,600,000
Duke Street at Grade w Bridge*	2,110	(6), 4 and 2	22,500,000	28,100,000
New High Street	4,500	2	16,500,000	18,400,000
Other New Grid Roadways	4,000	2	15,400,000	17,100,000
Long Term New Grid Roadways	8,375	2	30,100,000	33,600,000
Landmark Local Roadways	5,000	2	16,800,000	18,900,000
Van Dorn Boulevard, North*	5,250	(6)	48,500,000	54,900,000
Van Dorn Boulevard, South*	1,750	(6)	18,600,000	23,000,000
Van Dorn Bridge Widening*	335	2	not applicable	2,900,000
Multimodal Bridge*	1,950	3	not applicable	22,000,000
Total (combination of publicly and privately funded)			$106,100,000	$149,300,000
Total (only privately funded)			$62,000,000	$69,100,000

** Expected to be a combination of publicly and privately funded. Moderate Utilities: Overhead and some underground utilities will need to be relocated. Many Utilities: Expensive relocation of gas, cable, telephone, or fiber optic. May be utility related issue. Van Dorn North: Moderate Utilities assumes project will stay within existing roadway limits between Edsall and just north of Stevenson.*

The preceding table estimates the cost of the transportation infrastructure in the draft Plan. The draft Plan also includes estimates of the cost of parks that are not expected to be delivered through the development process as well as the cost of the new fire station that will help serve this area. Sewer costs are being developed as part of a separate study now under way.

Estimate of Net New Tax Revenues

At full maximum buildout of 13.5 million square feet of development, the Landmark/Van Dorn area will produce some $27.2 million in net new real estate tax revenues, and approximately $7.4 million in other net new local tax revenues for a total net new tax generation of $34.6 million annually. Setting aside one-third for estimated public service expenditures, the fiscal impact or net new tax generation to the City would be $23.2 million annually at full build out.

Other local taxes are primarily local taxes generated by retail, hotel and other commercial uses.

These calculations do not deduct any to-be-determined public participation by the City (tax increment financing, direct capital investment, etc.) in any public infrastructure or facility in the Landmark/Van Dorn area, including Landmark Mall. Any such financing would reduce the positive net fiscal impact to the City to a lower dollar amount.

While the net new tax generation is significant, the increase in tax revenue will occur gradually and likely over several decades depending on the economy, market conditions and other factors, such as when Landmark Mall redevelops.

If one assumes a 20-year buildout with 1/20th of the proposed development constructed in each of the 20 years of that time frame, then the total new tax revenues generated annually would be $1.73 million (i.e., growing to $17.3 million in 10 years and $34.6 million in 20 years), less the cost to the City of providing services over that time period. This impact would be less to the degree that the net tax revenues are allocated towards financing infrastructure (such as roads, BRT, bridges, a school, public facilities, etc.) in the Landmark/Van Dorn area.

The net new revenues after deducting City services and School costs would be $1.1 million annually, or $11.0 million in 10 years.

If 20 percent of the $23.2 million in net new tax revenues, which total $4.64 million per year, were allocated towards capital financing such as infrastructure for the Landmark/Van Dorn area, then there would be approximately $93 million (in 2008 dollars) available for capital investments on a cash pay-as-you-go basis over the next twenty years.

If that same $4.64 million was utilized to issue bonds and repay those bonds (principal and interest) over a 20-year period, then the amount that could be bonded would be $81.6 million, Bonding would allow capital investments to be front loaded as major elements as redevelopment occurs rather than spread out over a 20-year period.

Any bonds considered for issuance or any cash capital investment made using existing or new tax revenues need to be considered within the context of the City's overall debt policies and debt ratios, as well as within the context of the economic and City budget and capital funding environment at the time these capital financing considerations are undertaken.

Estimate of Potential for Developer Contributions

The potential for developer contributions at each phase of development has been estimated by City's economics consultant as:

Potential for Developer Contributions *per square foot of development*			
	Mixed Use		
	Office	Rental Residential	Condo Residential
Near Term	$0.00	$0.00	$0.00
"Choice Location"	$10.60	$2.87	$5.49
"Choice Location + Transit"	$17.28	$13.71	$20.38

If one assumes a 20-year buildout with 1/20th of the proposed development constructed in each of the 20 years of that time frame, with "choice location" beginning in 2014, sufficient transit improvements to begin reducing parking by 2019, and reaching the "choice location plus transit" phase by 2024, the estimated potential for developer contributions would be:

Residential:	$53,900,000
Retail:	$11,600,000
Office and other:	$56,000,000
Total:	$121,500,000

This means that over $200 million is potentially available from both sources for infrastructure and other improvements.

20 Percent of Net New Tax Revenues	Up to $93 million
Developer Contribution Potential	Up to $120 million
Total:	Up to $210 million

Phasing of Developer Contributions

The Plan sets the initial or catalyst phase of development as beginning immediately upon adoption of the Plan and ending when 300,000 square feet of office space, or 750,000 square feet of mixed-use development, of which no more than 50 percent is residential, has begun construction. During this period, development market economics are not likely to support high expectations for developer-provided contributions to public benefits. While this Plan envisions that the City will be sensitive to development costs during this phased, it does not expect that the overall quality of the development will be compromised. The City will require projects to meet its standards of high quality construction and urban design. At the end of the catalyst phase, which is the beginning of the *choice location* phase, developer contributions are increased. In the Plan, developer contributions further increase during the *choice location plus transit* phase – when there is sufficiently enhanced transit service such that greater reductions in parking are possible.

The Plan does not specify a dollar amount of the developer contributions during the *choice location* or *choice location plus transit* phases, although it reports the results of the economic analysis conducted for this Plan. During the *choice location phase*, based on 2008 analysis, the City should expect at least $2.80/sf to $10.60/sf to be available for contributions due to “choice location” effects. During the final phase of *choice location plus transit*, the City should expect at least $7.90/sf to $20.40/sf. These dollar amounts are in 2008 dollars and should be annually adjusted for inflation.

Parking

The Advisory Group had a number of concerns initially with the parking recommendations in the Plan. Advisory Group members questioned the aggressiveness of the proposed parking maximums, both in terms of making sure there is sufficient parking for redevelopment to be successful as well as to reduce potential impacts on adjacent neighborhoods. The Group asked about the source of the parking maximum recommendations and suggested Arlington County be used as a guide. There was some discussion about the experience of shared parking at Shirlington, and it was noted that during the evening peak period there had been parking shortages (when office workers had not yet departed but evening retail customers had begun to arrive) before the latest parking structure had opened.

In response to the Group’s concerns, staff explained that the parking standards (minimum and maximums) in the Plan were developed to accomplish several objectives, including:

- To minimize parking construction costs,
- Reflect and support transit availability and usage that will increase over the life of the Plan.
- To have a parking policy that helps reduce traffic demand, especially in peak periods.

The parking standards were developed with the guidance of Nelson/Nygaard (one of the two transportation consultants retained by the City for the Landmark/Van Dorn Plan) and reflect the consultant's professional judgment and experience and local examples of reduced parking standards. The standards also received input from the retail consultant, Robert Gibbs.

In developing the parking proposals, Nelson/Nygaard looked at Arlington's parking strategy for Columbia Pike, which is similar to Landmark/Van Dorn in several respects. They are both redevelopment corridors in advantageous locations that are planned for higher quality transit to link them to regional activity centers.

Although there are differences in approach, the parking standards for Columbia Pike are similar to those proposed for Landmark/Van Dorn. Two important differences: the standards for Columbia Pike are generally lower than those proposed for Landmark/Van Dorn, but they are parking minimums. The Landmark/Van Dorn Plan proposes parking maximums.

The Advisory Group expressed concern that these parking maximums would be too restrictive in some cases, such as grocery stores and restaurants. To address that issue, the Plan includes the following specifications for off-street parking requirements:

- Allows that additional parking over the maximum may be granted on a case-by-case basis if the developer shows to the City's satisfaction that the maximum imperils the development project's market feasibility. Parking over the maximum would require a special use permit.
- Increases the maximum parking permitted in residential development by 15 percent. That 15 percent is to meet the City's current standard for visitor parking.
- Sets specific parking standards for hotels at 0.7 spaces per room, which is the same as in the Braddock Metro Neighborhood Plan.
- Sets specific parking standards for medical office, which has much higher visitor traffic than other office types, at double the rate of "regular" office (4 spaces per 1,000 square feet during the initial phase and 3 spaces per 1,000 square feet during the choice location plus transit phase). Typical suburban parking standards set medical office parking minimums at 5.0 spaces per 1,000 square feet.

The Group also discussed whether the Plan should require below-grade parking for "pioneer" or "catalyst" development. Some members indicated that parking structures wrapped with active uses would better balance the need for quality development and reduced construction costs in the catalyst phase. There was also discussion about whether above-ground parking should count against permitted FAR.

In response to the Group’s request, in the initial or catalyst phase, the Plan permits structured above-grade parking subject to the following requirements:

- Above-grade parking space is permitted in projects with at least 100,000 square feet of office or retail space. The number of above-grade spaces must be no more than the number needed to serve those non-residential uses. For projects with residential uses, the number of below-grade parking spaces must be equal to or greater than the number of spaces needed to serve the residential portion of the development project.
- At least one level of parking must be below grade. However, the developer may take advantage of changes in grade, if they exist, in meeting this requirement.
- The parking structure must be wrapped with active land uses, such as retail, office or residential space and designed to engage pedestrians at the ground floor. This requirement may be lifted in cases where active uses are infeasible or unjustified, such as when the parking structure abuts a property line and there is no pedestrian access. An example: parking structures at the Landmark Mall site that abut the property line along the I-395 access ramp.
- The FAR in above-grade parking structures counts toward the overall FAR of the development project.

Community Facilities and Amenities

The Plan’s community facilities and amenities recommendations arise from the input received during the planning process, and the City’s Parks and Recreation staff finding that the West End has a general deficiency in parks and recreational amenities as well as a need for a community/recreation facility.

A few Advisory Group members questioned the need for or desirability of a community recreation center in the West End Town Center. They expressed a belief that amenities provided there should be targeted to enhancing the image and attractiveness of the retail uses at the site. Advisory Group members indicated that amenities with regional appeal are desired and could include an ice skating rink, a performing art theater or other cultural attraction that compliments the mixed use environment envisioned in the Plan. Advisory Group members expressed the importance of places of worship and health care and wellness facilities as they provide needed and desired community services.

The Plan recommends a community/recreation center as a key community amenity within the Landmark/Van Dorn corridor, and also includes the options requested by the Advisory Group. As development and density increases, the need for such facilities and amenities will continue to increase. In the case of the community/recreation center, the Plan’s expectation is that it would be provided by the developer and would be operated by the City.

Important community amenities include new public parks and public art. The Plan recommends the creation of five new urban public parks ranging in size from a half to over two acres in the planning area. Implementation of the parks will require collaboration with private owners and the establishment of an open space fund for developer contributions to acquire, design and construct the parks. Public art contributes to a sense of place and will help create an identity for the West End Town Center and Pickett Place that is uniquely Alexandrian. The Plan encourages public art to be placed in parks, plazas and other prominent locations.

Implementation

Zoning

The Plan does not rezone any portion of the planning area, but rather recommends a Coordinated Development District (CDD) for the West End Town Center and Pickett Place districts. The CDD Guidelines implement the principles established in Chapters 6 and 7 of the Plan and provide details regarding massing and height. No changes are recommended for the existing residential developments.

Implementation Advisory Group

This Plan represents a significant new step toward involving the community in managing implementation. While Alexandria has long embraced community-based planning, this Plan makes the community a partner with the City in implementation. Although the Plan provides a framework for the future, many details will need to be worked out with the community following the Plan's adoption. Therefore, the Plan recommends establishing a Landmark/Van Dorn **Implementation Advisory Group** (IAG) comprised of area residents, local businesses, and other community members to oversee implementation of the plan. The IAG will contribute to the Plan's long-term success through their participation in prioritizing the list of identified public amenities (such as community and recreation facilities, parks and park programming, street trees and furniture, and public art) to promote improvement of the community, and by making recommendations to the City for funding and phasing these amenities. The Group's recommendations regarding priorities would then make their way through normal City decision-making channels, such as the preparation and consideration of the City's six-year capital improvement program.

V. STAFF RECOMMENDATION

Staff recommends adoption of the master plan amendment to include the Landmark/Van Dorn Corridor Plan.

STAFF: Faroll Hamer Director, Department of Planning and Zoning
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Pat Mann, Urban Planner
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Mary Stephenson, Park Planner
Pamela Cressey, City Archaeologist, Office Historic Alexandria

STAFF REPORT FOR FEBRUARY 3, 2009 PLANNING COMMISSION MEETING

I. OVERVIEW

On January 6, 2009, the Planning Commission endorsed the land use mix and density in the draft Plan but deferred action on the master plan resolution, for a period of no more than 60 days, in order for staff to address issues raised by the Planning Commission.

These issues include:

- explore the feasibility of accelerating the delivery of the dedicated transit lanes within the Plan area to occur no later than the completion of 25 percent of the planned increase in development;
- provide additional information on the proposed building height limits of 250 feet on a portion of the current Landmark Mall site;
- add a statement about expectations for public contributions for on-site improvements for private development; and
- review and strengthen the Plan the Plan language with regard to the preservation of existing affordable housing and for on-going evaluation of the future needs Alexandria City Public Schools.

Staff has prepared a detailed response to those issues as well as a small number of additional changes to the draft Plan that staff suggests the Planning Commission consider.

Staff met with the Landmark/Van Dorn Advisory Group and the community on January 21 to share this information and obtain their input. Staff also prepared a brief Power Point presentation that depicts the street framework plan, the secondary transit system with shuttles and circulators, and graphics that illustrate the proposed Plan heights with views from I-395 south of Sanger Avenue and from the Van Dorn Street bridge (See Attachment 4).

There was considerable discussion about these issues among Advisory Group members, the community and staff. The new recommendations were well-received, especially the revised phasing of transportation improvements. At the end of the meeting, the staff asked the Advisory Group members for feedback. There were several specific statements of support for the Plan, and no statements of opposition. It should be noted that not all the members were present. With regard to height, several members of the Advisory Group continue to support the Plan's recommendation at the Landmark Mall. A community member asked about the Plan's recommendations for affordable and workforce housing and suggested that the Plan include an enhanced goal statement regarding affordable housing. Staff recommends new language in the Plan's goals that strengthens the Plan's commitment to affordable housing (see affordable housing section of staff report).

II. SUMMARY OF RESPONSES TO ISSUES

Staff is proposing the following changes to the plan:

- Accelerate delivery of both the Van Dorn dedicated transit lanes and the multimodal bridge to occur at or around 25% of proposed new development
- Strengthen language requiring transportation demand management
- Add chart summarizing cost of improvements and expected revenues
- Add language strengthening the concept that permission to build a tall building must be earned and that tall buildings must meet stringent performance standards and add graphics illustrating views of tall buildings from around the site
- Add a statement that will limit developer expectations for public contributions for on-site improvements and infrastructure
- Strengthen language emphasizing the important of preserving existing affordable housing
- Provide additional information concerning the future needs of the Alexandria City Public Schools

Phasing of Transportation Improvements

At the January 6, 2009 public hearing, staff presented to the Planning Commission a recommendation to accelerate the phasing the dedicated transit lanes in the Landmark/Van Dorn Plan area. That recommendation was based on the feasibility of the City achieving $72.5 million in accumulated increased tax revenues and bond capacity by the time that 50 percent of development had been completed. The Planning Commission also heard testimony from residents who strongly supported earlier delivery of the transit lanes, such as one dedicated lane by the time that 25 percent of development and the other by the time that 50 percent had been constructed. The Planning Commission directed staff to explore the feasibility of accelerating the completion of the dedicated transit lanes to occur no later than the completion of 25 percent of the new development permitted by the Plan.

Staff from the City Manager's Office, the Department of Transportation and Environmental Services, and the Department of Planning and Zoning has developed a proposal to accelerate the phasing in line with the Planning Commission's directive. In other words, staff determined that it is reasonable to expect that the City can achieve the same $72.5 million (in a combination of accumulated increased tax revenues and bond capacity) in time for 25 percent of development.

However, for several reasons, staff is recommending accelerating the planned multimodal bridge instead of the Duke Street transit lanes because that will improve transportation service in the Plan area sooner and possibly more cost-effectively. The Duke Street transit lanes will be required with the redevelopment of Landmark Mall and BJ's.

While staff believes that the acceleration is feasible, the timing is aggressive. In the staff report, staff will review assumptions and approach so that there is understanding of the challenges to having the lanes built by the target deadline.

25 Percent of New Development

Twenty-five percent of new development means 25 percent of the *net* increase in development – that is, over and above current levels. In a number of cases in the planning area, the first phase of development will involve replacement of an existing shopping center with the addition of an increment of office or residential use. This replacement will result in substantially increased value, but a modest net increase in floor area and vehicle trips generated. Later phases of development may involve further intensification, all of which would involve a net increase in floor area and a net increase in trips.

Different types of development generate different numbers of trips depending on the land use (i.e., 100,000 square feet of office generates more traffic in the AM peak than 100,000 square feet of warehouse space) and so it is important that we also track the number of net new trips generated as well as square feet of development. We are using net increase in floor area of development as a proxy for increase in vehicle trips but it should be noted that the increase in vehicle trips rather than the increase in square feet will have the biggest impact on traffic levels.

Attachment 1 of the staff report shows examples of calculating the net increase in trips for redevelopment. Tracking trips as well as square footage in the Landmark/Van Dorn area's progress toward the 25 percent mark will be straightforward, since each traffic study is required to account for all of the previously approved trips.

Acquiring Land for the Dedicated Transit Lanes

Among the more challenging aspects to accelerating the dedicated transit lanes: acquiring the additional right-of-way needed for the planned transit boulevards. If the construction of the dedicated transit lanes occurs later in the buildout of the Plan, then we can assume that a large proportion of the land will be acquired through dedication during the development review process. Accelerating the construction of the lanes means that it is likely that a greater proportion of the planned right-of-way will be acquired through condemnation and relocation.

Staff analyzed scenarios of the phasing and sequencing of development in the Plan area to develop reasonable assumptions about the amount of land the City could anticipate acquiring by dedication by the time that 25 percent of new development (or new trips) takes place. Because land dedication agreements occur during rezoning for those parcels that are to be rezoned for new development, and because rezoning can occur well before development is completed, particularly in large, multi-phased projects, we can reasonably anticipate that much of the potential redevelopment area will have land dedication agreements in place by the time that 25 percent of new development is completed. Because there are only four separate ownerships (counting Landmark Mall as a single ownership) fronting Duke Street, and because these properties comprise a large proportion of future development, there is a fairly good possibility that all will have reached dedication agreements with the City by the time that 25 percent of new development has been constructed.

Along Van Dorn Street, there are significant stretches of land that are not planned for redevelopment. The City will need to acquire the required right-of-way from these properties through purchase. Overall, it is reasonable to anticipate that one-third of the required right-of-way could be acquired through dedication.

In developing land acquisition cost estimates, staff reviewed each parcel along the planned right-of-way. This is especially important along Van Dorn Street where there are a few buildings in the planned right-of-way and places where the required right-of-way could take away parking needed by current businesses. Assessments and recent land sales were two source of information used to make the land cost estimate.

Condemnation and relocation is not a simple or inexpensive process. In determining the most opportune timing for construction of the dedicated lanes, some consideration should be given to saving the City important resources by weighing the advantages of waiting for the additional frontage to become available through dedication against the urgency of improving traffic conditions through dedicated lanes. It is possible that this issue may have no significant impact on the timing of construction, but it is something that should be carefully considered if necessary.

Association of the Dedicated Transit Lanes with Landmark/Van Dorn Development

Staff's feasibility analysis looks primarily at the ability of the increased revenue stream from new development in Landmark/Van Dorn to support construction of the dedicated transit lanes. However, the dedicated transit lanes are part of a larger commitment by the City to substantially improve transit service in the City and the region. As such, these projects have citywide benefits and are not needed solely to support Landmark/Van Dorn development. A combination of funding sources will undoubtedly be used to complete the transit network and it may be necessary to tap one or more of these other sources to complete the dedicated transit lanes in Landmark/Van Dorn within the timeframe goal.

Accelerate the Duke Street Dedicated Lane, or the Multimodal Bridge?

On January 6, staff presented to the Planning Commission an approach to complete the dedicated transit lanes by the time 50 percent of development has been constructed. That approach included both the Duke Street and Van Dorn Street dedicated lanes. Of these two, the Van Dorn Street dedicated lane is much more important to improving the mobility within the Landmark/Van Dorn area since it will serve a larger proportion of the area and will connect to a nearby Metro station. Additionally, the stretch of the Duke Street transit lane within the Landmark/Van Dorn Plan area is short compared with the Van Dorn Street dedicated lane. This means the effectiveness of the Duke Street transit lane depends, to a greater degree than the Van Dorn Street dedicated lane, on the construction of dedicated lanes outside the Plan area.

Staff suggests that the Duke Street dedicated transit lane may not be as high a priority to precede development of the adjacent properties for the Plan area as another transportation improvement: the multimodal bridge from Pickett Street to the Van Dorn Metro. The multimodal bridge will not only provide a new and improved pedestrian and transit link to the Van Dorn Metro station, the traffic analysis conducted for the Landmark/Van Dorn Corridor Plan shows that the bridge also provides significant traffic relief (25-30%) for Van Dorn Street, especially at the intersections with Edsall Road and Pickett Street.

The projected construction cost of the multimodal bridge is $22.9 million and the construction cost of the Duke Street transit boulevard is $14.8 to $17.6 million. These figures do not include land costs and, in the case of Duke Street, do not include the cost of the New High Street bridge.

Staff's recommended language for the transportation phasing schedule in the Landmark/Van Dorn Corridor Plan would show the Van Dorn Street dedicated transit lanes and the multimodal bridge completed by the time that 25 percent of new development, as measured in trips, is constructed.

Possible Early Phase: Converting Existing Lanes to HOV

Because of difficulty in acquiring the necessary right-of-way, and in spite of the City's best efforts, it may not be possible to complete the new dedicated transit lanes on Van Dorn Street by the target deadline. In that case, an interim step could be to convert existing travel lanes on Van Dorn to HOV lanes. Transit as well as high-occupancy automobiles would be able to use the lanes, which would provide a measure of improved travel time for transit until the new dedicated lanes are completed.

Given current and projected congestion levels on Van Dorn Street, staff would suggest that this step only be considered if the multimodal bridge were constructed early. As noted, the multimodal bridge removes some automobile traffic from Van Dorn Street.

Recommendation

Staff recommends the following text changes to the draft Landmark/Van Dorn Corridor Plan:

- Chapter 3, page 14: *Because reduced parking and increased transit ridership are so important to the success of this plan, the Plan recommends ~~that every effort be made to implement~~ the construction of the Van Dorn Street dedicated transit lanes within the Plan area ~~in at least one of the transit corridors prior to~~ around the time of the construction of ~~50~~ 25 percent of the increased development permitted in this Plan. The Plan also recommends the construction of the multimodal bridge linking Pickett Place and the Van Dorn Metro Station around the time of the construction of 25 percent of the increased development permitted in this Plan. As transit service and accessibility are ~~is~~ improved, reduced parking becomes more feasible.*

- Chapter 9, very end of page 6: *The City's goal would be to set aside a sufficient percentage of the increased net tax increment each year so that by the time that 25 percent of the potential increase in development, has been completed, the City would have a combination of cash reserves and bond capacity of $72.5 million. Additional funds necessary complete the Van Dorn Street dedicated transit lanes within the Plan area and the multimodal bridge could come from state and federal sources, from developer contributions, by minimizing right-of-way needed for the dedicated transit lanes, or by phasing the dedicated transit lanes on Van Dorn Street south of Pickett Street to occur at a later date.*

- Chapter 9, page 7: *To meet the Plan's parking and mode share goals, the Plan recommends construction of the ~~both~~ Van Dorn Street dedicated transit lanes and the multimodal bridge ~~must be fully implemented before 90 prior to~~ on or around the time of the construction of ~~50~~ 25 percent of the increased development permitted in this Plan. ~~Plan's development is built. However, the Plan recommends implementing the dedicated transit lanes as soon as practicable. Because reduced parking is so important to the success of this plan, every effort should be made to implement at least one of the dedicated transit lanes prior to the construction of 50 percent of the development permitted in this Plan.~~*

- Revise Table 9-1 (next page):

Table 9-1. Increments of Development and New Infrastructure and Service Elements	
Development along Pickett Street east of Van Dorn and first phase of Landmark Mall redevelopment (or approximately 25% of Plan increased development potential)	**Duke Street improvements** ▪ Upgrade Walker Street Intersection ▪ Remove flyover ▪ New intersection between Van Dorn and Walker **Van Dorn Street Improvements** ▪ Transit lanes (Eisenhower Ave to north of Duke Street) **Grid Roadway System improvements** ▪ East-west main street ▪ Other grid roadways **Transit Service improvements** ▪ Expanded Bus Transfer facility at west end ▪ Circulator service, with stop at Metro ▪ Express bus service (predecessor to BRT/LRT) **~~Progress toward~~ Multimodal Bridge** ▪ Realign Pickett at Edsall ▪ New intersection on Pickett Street ▪ Completion of bridge
Development of either BJ site and adjacent sites or sites south of Stevenson, and Phase II of Mall redevelopment (or, with previous increment, approximately 50% of Plan increased development potential)	**Duke Street improvements** ▪ Transit lanes ▪ New intersection east of Van Dorn ▪ High Street Bridge over Duke Street **~~Van Dorn Street improvements~~** ~~▪ Transit lanes Edsall to north of Duke Street~~ ~~▪ Transit lanes south of Pickett Street~~ **Grid Roadway System improvements** ▪ Other grid roadways **Transit Service improvements** ▪ Upgrade express and local service **~~Progress toward Multimodal Bridge~~** ~~▪ New intersection on Pickett~~
90% of full redevelopment.	**~~Duke Street improvements~~** ~~▪ BRT/LRT stations and features~~ **~~Van Dorn Street improvements~~** ~~▪ BRT/LRT stations and features~~ **Grid Roadway System improvements** ▪ Complete Grid Roadways **Transit Service improvements** ▪ Full Van Dorn LRT / BRT service including outside Plan area. ▪ Full Duke Street LRT / BRT including outside Plan area. **~~Completion of Multimodal Bridge improvements~~** ~~▪ New Bridge~~

Improvements in Transit Service

Circulator buses may use the grid network of streets, especially New High Street and within the Landmark Mall site and Pickett Place. Circulator buses may make a loop from Pickett Place to the Van Dorn Metro station using the new multimodal bridge and the existing Van Dorn Street bridge. More frequent headways during peak commuting times will help achieve target mode share goals and enhance use of the Metro station by residents and workers within and near Pickett Place. (See schematic of the secondary transit system in Attachment 4) Dedicated transit lanes in place prior to BRT/LRT is fully operational will serve existing and enhanced circulator and express buses reducing transit travel times in the corridor.

Short term transit improvements will include additional circulator service as new development and associated grid roadway network are introduced. Mid-term transit improvements will include dedicated transit lanes on Van Dorn and the construction of the multimodal bridge. Long-term transit improvements will include dedicated transit lanes on Duke Street and operation of BRT/LRT service in both Van Dorn and Duke Street corridors.

The draft Plan requires that new development achieve a 20 percent non-SOV driver mode share prior to the completion of the Van Dorn Street dedicated transit lane and a 30 percent non-SOV driver mode share after it is completed. For properties along Duke Street, the draft Plan requires the 30 percent non-SOV driver mode share to begin when either dedicated transit lane is completed.

Staff recommends adding some additional text on page 8 in Chapter 9 to clarify that new trips will be tracked and that developers will be required to submit transportation management plans that will identify how they will meet Plan's mode share targets and allow for monitoring and adjusting the TMP as necessary.

- Chapter 9, page 8: *In addition to the traffic studies required with new development applications, the plan recommends that each development project be required to submit supplemental traffic analyses as part of the required traffic impact study to assess the cumulative transportation effect of the development in the planning area. This will help determine if mode share targets are being met, <u>track net new trips</u> and determine what transportation improvements are required to accommodate the proposed development and refine the infrastructure needs and phasing identified in the plan.*

- *<u>As part of the development approval process, applicants must present a transportation management plan identifying strategies to meet transit mode share goals. These plans will be regularly monitored and adjusted to meet goals if the target transit shares identified are not met.</u>*

- *The City is reviewing options for <u>revising the TMP Ordinance and</u> establishing transportation management districts. When these issues are resolved, the Landmark/Van*

Dorn area is an excellent candidate for a transportation management district, and development approvals should require participation in the district once it is formed.

Illustration of Improved Connections to Van Dorn Metro Station

Information concerning this issue will be presented to the Planning Commission on February 3.

Infrastructure Financing

The Planning Commission directed staff to prepare language clarifying the limited potential for public financing of on-site improvements that would normally be provided by the developer.

Staff recommends adding this statement to the draft Landmark/Van Dorn Corridor Plan:

- Chapter 9, at the bottom of page 6: *Any bonds considered for issuance or any cash capital investment made using existing or new tax revenues need to be considered within the context of the City's overall debt policies and debt ratios, as well as within the context of economic and City budget and capital funding environment at the time these capital financing considerations are undertaken. <u>While this Plan recognizes that the redevelopment economics of this area are challenging, especially in the short term, there should be no expectation on the part of private landowners or developers that public funds will be expended for private, on-site improvements.</u>*

Planning staff also recommends some additional language in this section to provide a summary conclusion to the previous discussion of infrastructure cost and revenue potential. The addition consists of (1) a simple table comparing revenue potential (20 percent of net tax revenue and developer contribution potential) with infrastructure costs in the two main categories transportation and open space; and (2) a statement that this relatively conservative revenue estimate is well above these infrastructure costs.

- Add new Table 9-3:

Table 9-3
Summary of Revenue Sources and Infrastructure Costs

Infrastructure and Amenity Costs (excludes fully privately funded)	
Transportation (maximum, including $10 million land acquisition	*$ 159,400,000*
Open Space	*$ 16,000,000*
Total Costs	*$ 175,000,000*
Project-related Revenues, 20 years (no bonding assumed)	
20% of new tax revenues (20 years)	*Up to $93,000,000*
Developer contribution potential (90% of estimate)	*$ 109,000,000*
Total Project-related Revenue for Infrastructure	*$ 202,000,000*

250-Foot Height Limits

The draft Landmark/Van Dorn Corridor Plan provides the option for tall buildings in one section of the West End Town Center to incentivize the development of signature office buildings of outstanding architectural quality that are capable of attracting major employers as tenants. The highest of these proposed height limits: up to 250 feet along most of the I-395 frontage and at the corner where Duke Street and I-395 meet. These are prominent locations due to topography and location adjacent to major freeway, which is a valuable attribute for potential builders and tenants but also a concern for residents in the area that would be able to see buildings of this height and location.

The Planning Commission requested additional information about these height limit proposals, and this memorandum responds with:

- Graphics showing 250-foot buildings at this location as seen from common vantage points in the area. In addition to the material presented on January 21, the staff report includes two additional graphic illustrations of the Plan's recommended heights from I-395 south of Seminary Road and from Taney Avenue at Pegram Street (See Attachment 4).
- A review of relevant language already in the draft Plan that describes the intent of the proposed heights and regulates the design of these buildings. It is not the intention of the Plan that any 250-foot building would be acceptable and any building would need to go through the development review process. The goal is to achieve buildings of very high quality that work equally well from a distance as a visual representation of a transformed Landmark area, and at the ground level as a contributor to the urban fabric of the town center. The relevant language is included in Attachment 2 at the end of this report.

- Suggested additional language for the plan that constrains the ability to construct the tallest buildings to those that achieve high architectural quality and clearly support the City's economic sustainability objectives.

Proposed Additional Language for the Draft Plan

To further articulate the goals of the Plan in relation to taller buildings, staff recommends the following change to the draft Plan language:

- Chapter 6, page 13: *As shown in Figure 6-16, building heights within the West End Town Center neighborhood are proposed for a range of 85 to 250 feet. Height ranges have been proposed within this neighborhood to provide variety in heights and transition into adjacent areas. Heights ranging from 150 to 250 feet are proposed on the frontage of Duke Street. Heights up to a maximum of 250 feet are proposed along I-395 north of Duke Street to allow for a signature building or complex at this prominent gateway location. ~~All building heights within this neighborhood will be subject to approval through the development special use permit (DSUP) process, with varied heights, transitions, and high quality architecture being required. Exceptional architectural design and building quality will be required for the taller signature buildings.~~ <u>The intent of the Plan is to encourage the development of Class A office buildings that vary in height on blocks A1-A3 on the Landmark Mall site. Approval of the maximum allowable height is not automatic and will be evaluated during the CDD and DSUP review processes to determine whether the proposed building heights are in full conformance with the design guidelines and exhibit exemplary design and architecture.</u>*

Public Schools

The Planning Commission requested additional discussion of the impact of the proposed residential development on the public schools. The staff report reviews the potential for student generation, options for meeting the potential need for additional classroom capacity and/or schools, and efforts outside of the small area plan process to address student enrollment and capacity issues.

Student Generation

The draft Plan calls for a minimum of 1.7 million square feet of housing (about 1,700 units) and a maximum of just under 6,800 housing units. These housing units will be multifamily structures.

Every few years since the mid-1970s, Montgomery County MD conducts an in-depth survey of households to, in part, recalibrate the student generation rates that are used to plan schools, set school impact tax rates (which are based on student generation of residential development), and to determine if development moratoriums should be declared because of a lack of school capacity. The survey determines the average number of students in single-family detached housing units, townhouses, and multifamily units (garden apartments, and buildings of 5 stories or more).

Virtually all of the new housing in the Landmark/Van Dorn Plan area will be 5 stories or more. In the 2005 Montgomery County survey of 24,000 households, there were 3.7 students for every 100 households in buildings 5 stories or more.

Looking solely at households that have recently moved (something of a proxy for new housing), Montgomery County found that the elementary student generation rate increases to 4.2 students per 100 units in the buildings of 5 stories or more. For all students – grades K-12 – 11.3 students are generated per 100 multifamily housing units for "mover households." If the Landmark/Van Dorn Plan were to produce 5,000 housing units, these rates suggest that at least 200 elementary students would live in these units, and 565 students in grades K-12. This is equal to approximately 8-12 elementary school classrooms and 18-20 classrooms at all levels. Currently, capacity concerns are most prominent at the elementary school level.

Because the Cameron Station student generation has been raised in this context, Planning and Zoning staff reviewed Alexandria City Public Schools' data related to students from Cameron Station who attend public schools. This past fall, there were 112 students attending public schools who live in Cameron Station. The student generation rate from Cameron Station is less than the Montgomery County figures: an average of 2.5 students per 100 multi-family units and an average of 6.2 students per 100 units of any type.

The Landmark/Van Dorn Plan does not rely on these student generation rates but instead recognizes that over time, the number of households in multi-family buildings with children will change. The Plan recommends that ACPS participate in the process of reviewing development projects that are proposed in the Plan area and recommends that, after the catalyst phase, that developer contributions be evaluated in light of school capacity and likely student generation. The Department of Planning and Zoning is working with Alexandria City Public Schools to use currently available data to examine local student generation trends. This analysis could be updated regularly using actual student generation from new development projects in Alexandria and benchmarked to Census data.

Options for Potential Increases in Classroom Capacity

A portion of the potential increase in elementary school students in the Landmark/Van Dorn Plan area could possibly be accommodated by expansions at existing elementary schools. However, ACPS has not yet determined if additions to those schools (Patrick Henry and James Polk) are appropriate, and recent increases in enrollment are reducing the available capacity of expansions.

With regard to additional sites for school facilities, the Landmark/Van Dorn planning area has few obvious options that meet the traditional criteria for a new public school. Decades ago, the

Commonwealth of Virginia established school site size standards that are still in effect. The Virginia requirement for an elementary school site is a minimum of 4 acres plus 1 acre per 100 pupils. A 600-student school would require 4 + 6 acres, a total of 10 acres.

Although waivers to the Virginia standards can be requested and are granted, the waiver process adds to the complexity of identifying potential school sites in advance, because it would not be know at the small area plan stage if a waiver will be granted. Options include locating schools near existing parks with athletic fields.

Over the life of this Plan, Alexandria City Public Schools' school site requirements may evolve as the City, and the West End, becomes more urban. If so, one or more sites within the Plan area may become suitable for a school or a school use. As the City reviews development applications for major parcels in the area, this Plan recommends that Alexandria City Public Schools be involved in evaluating the potential for that project to include a school site or contribute to school facilities. The staff report previously mentioned the Plan's recommendation that, after the catalyst phase when developer contributions for off-site infrastructure become feasible, that contributions toward school facilities based on student generation be considered.

The Plan does not encourage the redevelopment of the EOS21 apartment complex. Over the long term, if redevelopment of this complex moves forward, it could potentially provide land for public uses such as schools.

Long-term school capacity needs will depend on whether the current increase in student enrollment continues, plateaus, or reverses itself. While the small area plan process provides opportunities to designate school site, it is ill-suited for a comprehensive search and evaluation of the best potential school sites in the City.

Affordable Housing

The draft Landmark/Van Dorn Corridor Plan has language related to affordable housing in several locations:

- In *Chapter 3: The Plan for Landmark/Van Dorn*, where all of the Plan's recommendations are summarized;
- In *Chapter 4: Land Use*, there is a review of existing conditions, market trends, and policy directions, along with a recommended approach for preserving existing affordable and workforce housing in the area; and
- In *Chapter 9: Implementation*, more detail about how the affordable housing recommendations will be applied to development proposals and other implementation issues.

This organizational structure (along with a glitch during production which located some of the affordable housing discussion with the public art discussion) may have made it a challenge to get a complete sense of how the Plan addresses affordable housing. In the staff report, staff has collected the affordable housing language from the various sections, and placed them together in Attachment 3 at the end of this report. The sentences emphasizing the importance of preserving existing affordable housing are highlighted, and we are proposing new language to further strengthen that emphasis.

Staff recommends additional language and the restatement of existing language for the draft Plan:

- Chapter 2, page 6 housing goal: *Create and reinforce compact, pedestrian-friendly neighborhoods with a range of housing types and price levels, including affordable and workforce housing as a priority.*

- Chapter 2, page 6 housing goal: ~~*Maintain the existing supply of affordable and workforce housing.*~~ *Maintain a diverse mix of ownership and rental housing, as well as workforce and affordable housing, with an emphasis on the preservation of existing affordable rental housing.*

- Chapter 4, page 26, insert existing paragraph from Chapter 9 regarding the Plan's affordable housing strategy, after the paragraph that begins "Virginia law prohibits…": *The preservation or replacement of existing assisted and/or market rental units is the primary emphasis of the Landmark/Van Dorn affordable housing strategy, in an effort to maintain the current level of assisted housing and to prevent further losses of market affordable housing. Workforce housing is also a desirable element of mixed-income redevelopment, and is a secondary element of the affordable housing strategy, to be achieved only when financially feasible to do so in addition to meeting the affordable rental housing goals.*

- Chapter 4, page 27, insert existing paragraph from Chapter 9, with a new first sentence, regarding the phasing of affordable housing contributions, after the paragraph that begins "Not all locations…": *It is the intent of this plan that the current formula be followed while the area is in Phase I, with contribution requirements to be increased, successively, as it enters Phases II and III. Particularly after the area enters Phase II, affordable housing contributions are likely to be requested in the form of units preserved in an existing affordable property, possibly through partnerships with non-profit organizations or other property owners. New, on-site housing would be requested only when such units could be provided in substantial numbers and/or could be deemed replacement units for current affordable units, including public housing units.*

- Chapter 4, page 29: *The apartments and condominiums in Landmark/Van Dorn provide a substantial resource of affordable and workforce housing for Alexandria. The majority of the City of Alexandria's "affordable housing" stock is privately owned and rents at* *market rates. While this stock has been rapidly dwindling citywide, the West End is home to a large percentage of the City's privately-owned market-rate affordable and workforce housing. In view of this fact, the Plan does not encourage the redevelopment of the existing affordable housing and proposes no change to the current zoning or land use designation of these sites.* <u>*These sites are included within the boundaries of the plan only to ensure that the area is comprehensively planned and to indicate that there is a requirement for new framework streets and smaller blocks through these properties in the unlikely case that redevelopment is proposed that conforms with existing densities and zones. The Plan strongly acknowledges these sites as potential opportunity sites for fulfillment of developer affordable housing contributions through preservation of existing units.*</u>

Additional Thoughts on Affordable Housing

The Plan does not specifically mention[2] the current work of the Affordable Housing Initiatives Working Group, which is currently wrapping up its report to the City Council. Consistent with its interim report, it appears that AHIWG will put preservation of existing housing as a top priority. This due, in part, to the fact that preservation of existing units is often more cost effective than building new units. The draft Landmark/Van Dorn Corridor Plan's recommendations are entirely consistent with this approach.

Staff foresees using the affordable housing contributions from new development to support the City's efforts to preserve existing affordable and workforce housing, especially within and near the Plan area, using the mechanisms and following the priorities of the AHIWG and the upcoming housing master plan.

While embracing the goal of preservation of existing affordable housing, the draft Plan does not preclude the option of new mixed-income projects where appropriate. The economics of this area and of individual projects may result in a new mixed-income project that supplies affordable or workforce units in a cost-effective manner.

[2] Although the Plan explicitly acknowledges that current and future housing policy and planning initiatives will shape how affordable housing goals are pursued in the Plan area.

III. STAFF RECOMMENDATION

Staff recommends adoption of the master plan amendment to include the Landmark/Van Dorn Corridor Plan.

STAFF: Faroll Hamer, Director, Department of Planning and Zoning
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Shane Cochran, Division Chief
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Laura Durham, Open Space Coordinator
Mary Stephenson, Park Planner
Pamela Cressey, City Archaeologist, Office Historic Alexandria

Attachment 1

Example Calculations of Net Increases in Trip Generation in Redevelopment

The following tables illustrate the calculation of net new trips using a scenario whereby 100,000 square feet of underperforming retail is replaced with a mixed-use development of 100,000 square feet of retail and 150 housing units. The examples show that using standard ITE[3] trip generation rates would undercount the net increase in trips (by over-estimating trips generated by the existing retail). The recommended approach would rely on actual driveway counts and would result in a more accurate measure.

Sample PM Peak Trip Generation

Land Use	ITE Land Use Code	SF/Units	Trip Generation Rate	Total Trips
Retail	820	100,000	3.74/1000 sf	374
Residential	223	100 units	.39/unit	39
Office	710	100,000	1.49/1000 sf	149

<u>Example using ITE:</u>

100,000 SF of underperforming retail is replaced with a mixed-use development of 100,000 SF of retail and 150 Dwelling Units.

PM Peak

Proposed	Land Use	SF/Units	Total Trips
	Retail	100,000	374
	Residential	150	59
Subtotal			**433**
Existing	Retail	100,000	374
Net New Trips			*59*

<u>Example using driveway counts:</u>

100,000 SF of underperforming retail is replaced with a mixed-use development of 100,000 SF of retail and 150 Dwelling Units.

PM Peak

Proposed	Land Use	SF/Units	Total Trips
	Retail	100,000	374
	Residential	150	59
Subtotal			**433**
Existing	Retail	100,000	280
Net New Trips			*153*

[3] Institute of Transportation Engineers, a source of standard trip generation rates.

Attachment 2

Relevant Language in the Draft Plan Concerning Standards for Tall Buildings

The following language in the draft Plan describes the intent of the proposed height limits and provides guidance for the appropriate design of buildings in the taller height ranges.

- Chapter 3, Page 13: "As shown in Figure 6-16, building heights within the West End Town Center neighborhood are proposed for a range of 85 to 250 feet. Height ranges have been proposed within this neighborhood to provide variety in heights and transition into adjacent areas. Heights ranging from 150 to 250 feet are proposed on the frontage of Duke Street. Heights up to a maximum of 250 feet are proposed along I-395 north of Duke Street to allow for a signature building or complex at this prominent gateway location. All building heights within this neighborhood will be subject to approval through the development special use permit (DSUP) process, with varied heights, transitions, and high quality architecture being required. Exceptional architectural design and building quality will be required for the taller signature buildings."

- Chapter 6, Page 15: "Leverage high visibility along Duke Street and I-395 by creating distinctive skylines and building tops along both major arterials."

- Chapter 7, Page 3: "It is important that the development plan not present an uninterrupted wall of office buildings and parking along I-395. The face presented to I-395 should make obvious the presence of a lively, active center full of people and inviting things to see and do, and any above-grade parking must be screened in a manner and with materials consistent with the remainder of the building."

- Chapter 7, Page 3: "Where Duke Street meets New High Street, this important gateway to the site and regional transit connection demands a special focus, with active uses and unique attractions that are visible to those traveling on New High Street and Duke Street. This intersection should be a site of both daytime and nighttime activity. Special sculpturing of building faces and active frontages are required."

- Chapter 7, Page 24: "A range of building heights and articulation of heights to create an interesting skyline is expected within each height district. Building shoulders are expected along streets."

- Chapter 7, Page 26: "While the Heights District Plan recommends maximum heights, the intent of this plan is to ensure that there is a variety in heights within each Height District."

- Chapter 7, Page 26: "All buildings should have a "shoulder" no less than 25 feet above the street level. The setback for this shoulder should be between 8 feet and 12 feet."

- Chapter 7, Page 29: "The character, image, and marketability of the Landmark/Van Dorn area will be shaped in large part by the quality of its architecture. Employing the best of contemporary design and the latest environmentally sustainable building technologies; incorporating elements of building design that relate to Alexandria; emphasizing pedestrian experience, detail, and the design will create a distinct identity for each of the neighborhoods. Design decisions made with "neighborhood-building" in mind suggest a kind of architecture that goes beyond incremental block-by-block developments to carry out multi-block concepts, such as high-performance building design, green roofs, and many other concepts laid out in this vision and development strategy."

- Chapter 7, Page 29: "In Landmark/Van Dorn diverse new architecture can strive for a lively urbanity, with expressive features, sculptural forms, color, and dynamic roofscapes – perhaps achieved by using traditional materials in unconventional ways or unconventional materials in traditional ways. Special focus on design emphasis, and/or architectural detail at the lowest 3 levels of buildings will intensify the pedestrian experience. Excellent ground floor design and materials will contribute to each of the neighborhoods success in attracting sustainable concentrations of retail and neighborhood services and realizing the safe, walkable streets that will attract office and residential tenants."

- Chapter 7, Page 30: "The unbroken horizontal length of any façade plane shall be minimized. Intervals of set-back or projected façade area may be used to permit longer building lengths. For larger projects and developments, consider composing facades as a series of smaller adjacent facades resembling separate buildings to reduce the perceived horizontal mass and scale."

- Chapter 7, Page 30: "Buildings shall incorporate elements of intermediate scale between human scale and that of the whole building. At minimum, this shall be accomplished through a "base/middle/top" compositional strategy that defines at least three zones from base to top of the building façade. Additional important intermediate scale elements include bay windows extending through multiple floors, building wings, areas of consistent material, and other larger elements that are still subsidiary to the overall building form. Facades should include horizontal lines of expression (such as string courses, cornices and window alignments) that correspond to the height of adjacent context buildings."

- Chapter 7, Page 30: "Building tops and other skyline elements that rise above context buildings deserve special attention as prominent elements in the public realm….Building tops should be both designed as attractive landmarks with special forms and materials, and limited in scale so as not to appear bulky compared to context scale nor to block views excessively. Special treatment of upper floors where a building meets the sky creates a sense of drama, helps to make a memorable place, aids in wayfinding, and conveys the message that the building was designed with care, keeping its relationship to its surroundings in mind. The Design Principles for the City of Alexandria require that new buildings be designed using the principles of base/middle/top; create scale transitions that are sensitive to the surrounding building fabric; and employ articulated tower tops to create an interesting skyline, allow views between buildings, and help sunshine to reach lower building levels and public open spaces."

- Chapter 7, Page 31:
  - "Utilize high-quality building materials such as brick, stone, precast or metal. Locate heavier materials closest to the ground and highest quality materials and details at the pedestrian level.
  - Utilize stone, metal or similar durable material for trim.
  - Use materials to help express base, middle and top sections of buildings.
  - Balance glass and solid surfaces to create predominantly solid facades with windows placed within the wall. Except on retail frontages, glazing shall not exceed 50% of the overall façade where this proportion is typical of existing context.
  - Use no reflective or darkly tinted glass."

- Chapter 7, Page 32: "The plan encourages prominent building frontages at strategic street corners, along open spaces, and at locations of high visibility. Within each subarea there are specific areas where higher design standards for façade, massing and materials should be pursued. Facades should be well articulated, and given special design consideration at the following corner locations:
  - West End Town Center
  - Walker Street and Duke Street
  - The intersection of Duke Street and New High Street
  - Duke Street and Van Dorn Street
  - Town Center Main Shopping Street and New High Street
  - New High Street and Stevenson Avenue
  - Stevenson Avenue and Van Dorn Street

- Chapter 6, Page 36-37: "The following guidelines should be observed for buildings fronting Duke Street –
  - A minimum setback of 12 feet from the street right-of-way should be provided. This minimum setback consists of a berm that is sloped gently enough to allow trees to grow.

- At the four corners of Duke Street and New High Street, a setback at a datum level should be maintained. The datum line should occur no more than 50 feet above Duke Street, measured from the center of the street between cross streets. The building setbacks at the datum line should be between 15 feet and 20 feet.
- Building massing above the datum level should ensure that the taller mass of the building is perceived as a secondary street edge. Surface articulation and variation in material should be used to break down horizontal length of any building face.
- 80% transparent facades are recommended for the corners that are below bridge level along Duke Street. This treatment of mass and façade should be extended far enough along Duke Street to ensure that pedestrians and transit users perceive an active, well-lit building edge at the corners. Uses such as health clubs may be located at these corners, to achieve the desired results. The corner treatment for mass and façade should be similar in either option – the bridge option or the at-grade option.
- Beyond this zone, where parking garages or other inactive building edges face Duke Street, the buildings should be designed to include the same materials, fenestration and articulation as the remainder of the building for this visually prominent frontage.
- The corner of Walker Street and Duke Street should be given special attention, since this location has high visibility to traffic merging to and from I-395.
- Public art should be located to supplement the generally higher standard for buildings and the public realm along this important arterial.

These guidelines are intended to ensure that the environment along Duke Street does not feel like a canyon, and that is the tree canopies that become the defining characteristic for this street. More in-depth evaluation should be carried out in future design exercises for development plans to ascertain the extent to which buildings need to step back to maintain the desired street character."

- Chapter 7, Page 47: "Signature Building. The building or buildings located on the north side of Duke Street on Block A1 is expected to be the most prominent building in the West End Town Center because of its visible location along I-395 and at the gateway to the West End as travelers come across I-395 into the Town Center. This prominent location requires a building that is of exemplary design, shows sensitivity in its attention to appearance in the landscape and as a landmark feature, and is appropriate in character and quality of materials and finishes as a gateway to the West End and to the City of Alexandria."

- Chapter 7 Page 50: "Building design shall meet the objectives of Chapter 6 and the specific guidelines of Chapter 7. Building form, location, access, alignment, façade articulation, building tops, fenestration, materials and finishes and other aspects of buildings are subject to review to meet these requirements."

Attachment 3

The language in the draft Landmark/Van Dorn Corridor Plan related to affordable housing.

In Chapter 3, Recommendations, the language related to affordable housing is:

Affordable Housing

The Plan does not encourage the redevelopment of the existing affordable housing in the area and proposes no changes to the current zoning or land use designation of these sites. With regard to the provision of new housing as part of mixed-use developments, the Plan recommends a phased approach to developer contributions that could include a cash contribution, preservation of existing affordable housing, and new on- or off-site units (see also Chapter 9: Implementation). The City is about to begin a Housing Master Plan and establish a new taskforce to determine recommendations for developer contributions to the Affordable Housing Trust Fund. New City-wide requirements resulting from these efforts will specifically address the treatment of affordable housing provision in the planning area and may or may not result in changes to the strategy set forth in this Plan.

The Plan also recommends that the City seek opportunities to secure public housing units within private development proposals in the Plan area.

In *Chapter 4: Land Use*, there is extended discussion about the history of residential development in the area, the existing base of residential development and current market trends, as well as the overall market potential for residential development in the Plan area. The language in the Plan specifically related to affordable housing is:

Affordable Housing

The years since 2000 have seen housing costs in the Washington, D.C. metropolitan area rise much faster than incomes, causing a substantial reduction in the number of housing units affordable to low- and moderate-income households in Alexandria. From 2000 to 2007, annual incomes have increased 14% from $82,800 to $94,500. However, the average monthly rent for a two-bedroom apartment in Alexandria increased by 47% from $1,034 to $1,519. The changes in the housing market also resulted in the conversion of a number of the City's more affordable apartments to condominiums, further restricting affordable housing choices. In 2000, Alexandria had 18,218 housing units that were affordable to households earning at least 60 percent of the median income. In 2007, there were only 8,456 units affordable to households in that income bracket. This shift in housing affordability will challenge the City's ability to sustain the economic and cultural diversity that is important to the vision for Alexandria and important to the character of the West End.

In 2007 and 2008, housing prices in Alexandria stabilized, and in some cases declined. However, price reductions were greater for homes priced above the City median, and housing affordability is only modestly improving for households earning at or below the area median income. For the future, the continued growth of the national capital region, and the City's advantageous location within that region, is likely to make it increasingly difficult to maintain a significant share of affordable housing without public regulatory or financial intervention. If prices and rents increase faster than incomes, the City stands to lose much of its remaining economic and cultural diversity over the next decade.

The definitions of "affordable" and "workforce" housing can vary. At the recommendation of the City's Affordable Housing Initiatives Working Group, the City Council adopted these definitions in June, 2008:

> *Rental housing* is affordable when households earning up to 60 percent of the area's median income can afford the monthly rent, and it is considered workforce housing when households earning up to 80 percent of the area's median income can afford the monthly rent.
>
> *For-sale housing* is affordable when households earning up to the mathematical 80 percent of the area's median income can afford the monthly mortgage payment, and it is considered workforce housing when households earning up to 120 percent of the area's median income can afford the monthly mortgage payment.

Virginia law prohibits the City from enacting the broad inclusionary housing requirements available to cities in many other states. Inclusionary housing laws can require all developers to include a substantial share of affordable housing in new development projects. Virginia law permits the City to request voluntary affordable housing contributions from developers and to offer increased density as an incentive for developers to provide affordable housing. The City's affordable housing formula outlines developer contributions for three situations, or "tiers:"

In cases where the developer is not requesting additional density, the formula calls for a voluntary contribution of $1.50 per square foot of new commercial development and rental housing and $2.00 per square foot of new for-sale housing.

In cases where the developer is requesting a density allowed with a Special Use Permit or increase through rezoning to densities recommended in an area plan, the formula calls for a voluntary contribution of $4.00 per square foot of increased density.

In cases where the developer is requesting a density bonus over and above the densities allowed with a Special Use Permit the formula calls for one-third of all bonus units in the project to be affordable units, up to a maximum 20 percent density bonus.

Not all locations in Alexandria are appropriate for the density bonus program (Tier 3), since most of the City's permitted residential densities were established before the state law was enacted and allowing additional height and density may not be appropriate based on adjacent uses and available infrastructure. When preparing new area plans, there is greater certainty for both residents and developers if the plan recommends that density increases be achieved through rezoning (Tier 2), rather than through the bonus density program.

The apartments and condominiums in Landmark/Van Dorn provide a substantial resource of affordable and workforce housing for Alexandria. Figure 2-22 shows the distribution of household incomes for Landmark/Van Dorn's three census block groups that include existing residential units in 1999, the most recent year for which data is available. Of the 2,355 households living in the planning area at the time of the 2000 census, 1,758, or 75%, had year 1999 household incomes lower than the median household income for the Washington, D.C. metropolitan area and the City of Alexandria as a whole.

The existing market rate housing in the Landmark/Van Dorn Corridor planning area consists of multi-family rental housing and townhouses:

- The EOS 21 garden apartment complex was built in 1967 and consists of 1,180 units, of which just over half are one-bedroom, for which rents range from $1,175 to $1,430 per month. There are 236 efficiencies ($1,000 to $1,115) and 340 two-bedroom units ($1,505 to $1,740). Units at the northern edge of the complex were converted to condominiums; in 2007 sales prices ranged from $158,500 to $325,763.

- Foxwood Place was built in 1973 and consists of 76 efficiencies renting from $985 per month, 133 one-bedroom units renting from $1,230 per month, and 19 two-bedroom units renting from $1,775 per month.

- The Landmark Terrace apartment complex was built in 1964 and consists of 224 units, of which 96 are efficiencies renting from $1,050 per month, 113 are one-bedroom units ranting from $1,300 per month, and 15 are two-bedroom units renting from $1,600 per month.

- The Fields at Landmark garden apartment complex was built in 1965 and consists of 290 units, of which 3 are efficiencies renting for $825 per month, 99 are one-bedroom units renting for $950 per month, 134 are two-bedroom units renting for $1,150 per month, and 54 are three-bedroom units. All of these units are currently assisted under the Low Income Housing Tax Credit Program.

- Brent Place, a mid-rise apartment building built in 1975, consists of 207 units. Of these, 50 are one-bedroom units renting for $995 per month, 105 are two-bedroom units renting for $1,195 per month, and 52 are three-bedroom units renting for $1,474 per month. This property was built as assisted housing under the Section 236 program, and is now assisted under the Low Income Housing Tax Credit Program.

- The Reynolds Street public housing scattered site (a portion of the Braddock/Whiting/Reynolds development) consists of 18 units on South Reynolds Street, constructed in 2005. Residents of this development pay 30 percent of their incomes for rent. The companion Whiting Street scattered site is located immediately to the west of the plan area.
- The Summers Grove townhouse community was built in the mid-1990s near the Van Dorn Metro and consists of 192 homes. In mid-2008, home prices averaged $450,000.

The majority of the City of Alexandria's "affordable housing" stock is privately owned and rents at market rates. While this stock has been rapidly dwindling citywide, the West End is home to a large percentage of the City's privately-owned market-rate affordable and workforce housing. The West End has 53% of the City's total housing units. The West End has 66% of the City's market rate rental units (in complexes of 10 units or more), and 63% of the City's market rate affordable rentals. Affordable means affordable to households earning 60% of the area median income.

According to the Office of Housing, within the planning area there are 965 housing units affordable to households earning up to 80 percent of the area's median income. Of these, 204 are affordable to households earning 60% or less of the area's median income.

Surrounding the planning area, there are 4,005 housing units affordable to households earning up to 80 percent of the area's median income. Of these, 187 are affordable to households earning 60% or less of the area's median income.

The apartments and condominiums in Landmark/Van Dorn provide a substantial resource of affordable and workforce housing for Alexandria. The majority of the City of Alexandria's "affordable housing" stock is privately owned and rents at market rates. While this stock has been rapidly dwindling citywide, the West End is home to a large percentage of the City's privately-owned market-rate affordable and workforce housing. In view of this fact, the Plan does not encourage the redevelopment of the existing affordable housing and proposes no change to the current zoning or land use designation of these sites.

With regard to the provision of new housing as part of mixed use developments, the Plan recommends a phased approach to developer contributions that could include a cash contribution, preservation of existing affordable units, and new on-or off-site units. The City will also seek opportunities to secure public housing units within private development proposals. See Chapter 9.0 Implementation for more details.

The City is about to undertake a Housing Master Plan to comprehensively address housing issues and policies throughout the City. In addition, a new task force is being established to make recommendations on developer contributions to affordable housing. If new Citywide policies or guidelines are adopted, they may supersede those in adopted small area plans, although it is expected that these efforts will take into account the small area plan recommendations for Landmark/Van Dorn and other plan areas.

In *Chapter 9: Implementation*, the language related to affordable housing is:

Affordable Housing Strategy

The preservation or replacement of existing assisted and/or market affordable rental units is the primary emphasis of the Landmark/Van Dorn affordable housing strategy, in an effort to maintain the current level of assisted housing and prevent further losses of market affordable housing. Workforce housing is also a desirable element of mixed-income redevelopment, and is a secondary element of the affordable housing strategy, to be achieved only when financially feasible to do so in addition to meeting affordable rental housing goals.

Rental housing units are affordable housing when households earning up to 60 percent of the area's median income can afford the monthly rent and for-sale housing units are affordable when households earning up to the mathematical 80 percent of the area's median income can afford the monthly mortgage payment.

Rental housing is considered workforce housing when households earning up to 80 percent of the area's median income can afford the monthly rent, and for-sale housing is considered workforce housing when households earning up to 120 percent of the area's median income can afford the monthly mortgage payment.

Phase I – Catalyst

In the catalyst phase, the City would apply, on a mandatory basis, the voluntary affordable housing formula set forth in the Final Report of the Developer Housing Contribution Policy Work Group that was accepted by City Council in June 2005. Specifically:

- Commercial: $1.50 per square foot of gross floor area (gfa)
- Residential
    - Rental: $1.50 per square foot of gfa
    - For-sale:$2.00 per square foot of gfa
- All: $4.00 per square foot of increased gfa due to rezoning

Phase II - Choice Location

During this phase, the City would capture a portion of the increased ability to contribute to public amenities (based on the expectation of increased sales prices and market rents) by requiring increased housing contributions for additional density provided through rezoning. Such contributions are likely to be requested in the form of units preserved in an existing affordable property, possibly through partnerships with non-profit organizations or other property owners. New, on-site housing would be requested only when such units could be provided in substantial numbers and/or could be deemed replacement units for current affordable units, including public housing units.

Phase III – Dedicated Transit Lanes

Housing contributions during Phase III would be further increased above the levels achieved during Phase II, and would be used in the same manner as in Phase II.
Workforce Housing

While the emphasis of the affordable housing strategy for Landmark/Van Dorn will be on the preservation/ replacement of existing assisted and/or market affordable rental units, the provision of workforce housing may also be desirable in the context of mixed-income redevelopment. The ability to achieve workforce housing in addition to affordable housing will be addressed on a case-by-case basis.

Relationship to Other City Housing Policy Efforts

The City is about to begin a City is about to undertake a Housing Master Plan, and a new task force is being established to make recommendations on developer contributions. New Citywide requirements resulting from these efforts will specifically address the treatment of housing provisions in the Landmark/Van Dorn and other plans, and may or may not result in changes in the strategy set forth in this plan.